

# Social Security Bulletin

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## SOCIAL SECURITY IN REVIEW

WITH THE first payments of monthly benefits under the old-age and survivors insurance program, all the provisions of the Social Security Act are now in operation. Statistics for December 1939 for the several programs under the act, presented in this issue of the Bulletin, round out the calendar year and make it possible to summarize another full year's operations.

MORE THAN 47.7 million employee accounts had been established under the old-age and survivors insurance program by the end of 1939. Preliminary estimates indicate that the total amount of wages for the calendar years 1937, 1938, and 1939 to be recorded in these accounts would exceed \$85 billion. By the end of December wage items for 1937 and 1938 still "in suspense" (items which had been reported incompletely or incorrectly and which the Bureau had been unable to identify through investigation) constituted less than 1 percent of the total amount of wages reported by employers for those years.

By the end of January about 27,000 claims for payments under the amended program had been received in Washington and about 11,000 of these claims had been awarded. As was to be expected, claims are still being received for lump-sum payments under the original act with respect to wages of workers who died prior to January 1, 1940. The number of these claims received amounted to nearly 10,000 in January.

AT THE end of 1939, unemployment benefits were payable in all 48 States, Alaska, Hawaii, and the District of Columbia. Benefits were payable in only 31 jurisdictions at the end of the preceding year. Payments in 1939 amounted to \$429 million, as compared with \$394 million in 1938. December payments amounted to \$30.5 million, an increase of a little more than 7 percent over the total for November. Only nine jurisdictions reported

decreases in the amount of payments for the month. Substantial increases also were reported by many States in the number of initial claims for benefits received in local offices during December; the increase for the country as a whole amounted to 16.8 percent.

A further decline in the number of placements effected by public employment services in the United States was reported for December. Private placements during the month numbered somewhat more than 235,000, or 5 percent less than the total for November. The December total, however, was approximately 46 percent above that for the same month in 1938, and 82 percent above the total for December 1937.

The active file of persons registered as in search of employment through public employment offices increased by nearly 2 percent to 5.7 million at the end of the month. Despite this increase, the number of persons registered was about 21 percent below the total at the end of 1938.

ALL THE States, the District of Columbia, Alaska, and Hawaii were participating in one or more of the Federal-State programs for public assistance under the Social Security Act at the end of 1939. Payments for December were made under approved plans for old-age assistance in all 51 jurisdictions; 42 jurisdictions were participating in the programs for aid to dependent children; and the same number were participating in the program for aid to the blind.

In December there were 1.9 million recipients of old-age assistance and 46,000 recipients of aid to the blind under plans approved by the Social Security Board, and aid was provided on behalf of 728,000 children in 302,000 families in States participating in the program. Obligations incurred from Federal, State, and local funds for payments to these recipients amounted to \$555 million for the calendar year 1939. Of this

amount, \$431.3 million or 78 percent represented payments to recipients of old-age assistance, \$111.2 million or 20 percent was for aid to dependent children, and \$12.4 million or 2 percent for aid to the blind.

There were two developments of interest in connection with the Federal-State program for public assistance during the first weeks of the new year. On January 19 the Social Security Board approved a plan for aid to the blind which had been submitted by Rhode Island. This action increased to 43 the number of jurisdictions with approved plans for this type of aid, and brought to 39 the number with approved plans for all three of the special types of public assistance for which provision is made in the Social Security Act. On January 24, President Roosevelt returned to the House of Representatives, without his approval, a bill (H. R. 5118) which had been adopted by both the House and the Senate, providing for payment to the State of Ohio of an amount equal to one-half the sum found by the Social Security Board to have been paid by the State for October 1938 to recipients of old-age assistance in compliance with the requirements of the State plan and the Social Security Act. The House voted on the same day to sustain the President's veto of the bill.

PRESIDENT ROOSEVELT again called attention to the health needs of the Nation in a message to the Congress on January 30, proposing a program for the construction of small hospitals in needy areas of the country not now having them. The President referred to his message of January 23, 1939, in which he had expressed concern over the inequalities that exist among the States as to health services and resources with which to furnish such services. He declared, in part: "With that message I transmitted the report and recommendations on national health prepared by the Interdepartmental Committee to Coordinate Health and Welfare Activities and recommended it for careful study by the Congress.

"Conditions described a year ago are substantially unchanged today. There is still need for the Federal Government to participate in strengthening and increasing the health security of the Nation. Therefore I am glad to know that a committee of the Congress has already begun a careful

study of health legislation. It is my hope that such study will be continued actively during the present session, looking toward constructive action at the next. I have asked the Interdepartmental Committee to Coordinate Health and Welfare Activities to continue its studies."

APPROXIMATELY 600 public officials, representatives of social-welfare organizations, and other individuals attended the sessions of the White House Conference on Children in a Democracy which met in Washington January 18, 19, and 20. The Conference considered a wide range of problems relating to the health and welfare of children, and made specific recommendations looking forward to action during the next decade.

The Report recommended that the existing Federal-State program for aid to dependent children under the Social Security Act "should be further developed with the objective of enabling each eligible family to provide adequate care for its children. Rigid limitations on the amounts of grants to individual children or families should be removed from State and Federal laws. Necessary appropriations should be made by State and local as well as Federal governments, and Federal aid more equitably adjusted to the economic capacities and the needs of the several States."

FINAL PREPARATIONS are now being made by the Bureau of the Census in the United States Department of Commerce to conduct the Sixteenth Decennial Census in April of this year. The data on population, employment, housing, family composition, and other features to be obtained in this census will be of special interest to persons concerned with administration or research in social security, since it will be possible for the first time to make direct comparisons of census data and statistics derived from social security operations. Furthermore, the Sixteenth Census will include questions on earnings from employment not covered by existing old-age insurance provisions and other matters which are expected to yield valuable information for social security purposes. The census also will include for the first time a special questionnaire on housing, which will provide a comprehensive picture of housing and home ownership in the United States.

# SOCIAL DEMOCRACY IN SWEDEN

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*Although conditions in Sweden differ widely from those in the United States, many basic problems encountered in establishing a program of social security are common to the two democracies. This summary, drawn from the introductory chapters of a comprehensive report on provisions for the aged in Sweden, outlines the setting in which these and other social programs have developed in that country.*

IN SPITE OF its modern outward appearance, the up-to-date efficiency of its administration, and the charming sophistication of its people, to the student of social affairs Sweden has the atmosphere of history. As has been aptly said, it is a "modern democracy on ancient foundations." Perhaps it is because the industrial revolution and urbanization came later there than elsewhere, perhaps it is because in recent times the country has escaped the violence of war; but whatever the cause, one feels in Sweden the force of historical continuity. Economic growth and social change have never been so rapid or so violent as to get beyond control. Public policy has never been altogether dominated by the doctrinaire laissez faire of the Manchester School or by the defiant individualism of the American frontier. For generations the Swedes have lived in an ordered society, and although the sources of political power have shifted from the King to the estates and from the estates to the people, and the sanctions of political action have passed from religion to an enlightened rationalism, the Swedish people accept the rule of law and tradition with practical good sense. Government is a realistic business to be efficiently performed, and the ordinary citizen is orderly and law abiding. The Swede is not without a touch of temperament, but he does not express his individuality by defying the law. He is the product of a stable and vigorous culture, and it is natural that he should believe in the possibility of achieving social progress along rational lines and through the medium of parliamentary government.

## *The National Background*

Sweden is the largest of the Scandinavian countries in area, population, and wealth. Its territory is almost one and a half times that of Great

Britain and Ireland. The population of 6.3 million places it among the smaller countries of Europe, but, unlike Belgium or Holland, it is not compactly contained within a small compass. The economic expansion which began in the sixties and seventies of the last century came relatively late as compared with other countries of Western culture, a circumstance which permitted Sweden to meet the changes of the industrial revolution better equipped to deal with its problems than were those countries which first felt its impact. The Nation had time to carry through necessary political reforms before it was called upon to test the strength of the liberal state in dealing with the problems of public regulation and control on a large scale.

In the political and social fields, Sweden seems to have made the transition from the past to the present without destructive waste. The erection of factories and mills close to the mines and forests and the dispersion of natural resources made possible a decentralization of industry which has spared the Nation the affliction of the great city and has resulted in a wholesome balance between town and country. Though the proportion of the people occupied in industry and trade has been increasing steadily during the past 50 years and in 1930 absorbed about 54 percent of the population, agriculture has maintained an important position, occupying 39 percent of the population; the public services and the liberal professions accounted for the remaining 7 percent. Because of the decentralization of industry, about half of the persons engaged in industrial pursuits live in small communities in rural areas. According to the census of 1930, 70 percent of the total population of Sweden lived in rural areas and only 16 percent in towns of 20,000 or more inhabitants.

During the period of industrialization, there has been a steady movement of population from the farms to the towns and cities and overseas. Neither the growing demand for labor at home

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nor the efforts of the Government to discourage migration abroad have been effective in preventing people from leaving the country, and the stream of emigration to America which reached its crest in the 1880's continued to flow strongly, until the World War and its aftermath all but closed the United States to European settlers. Though Swedish statesmen may lament this loss of population to the New World, the needs of industrial progress have been met without disturbing the cultural unity of the country by attracting immigrants from other nations. For two centuries there has been little infusion of foreign blood into the Swedish population, and, except for the nomadic Lapps and the Finns in the North, there is no significant minority which can be differentiated on the basis of race, religion, or nationality. The intimacy of the village pervades the larger cities. The complete registration of citizens which has been carried on continuously since the early part of the eighteenth century undoubtedly strengthens the feeling of social solidarity and at the same time contributes to the efficiency of civil government.

Another set of factors which has contributed to the stability of Swedish life is connected with the gradual evolution of the political and social institutions of the country during the nineteenth century. The foundations of Swedish democracy in rural life and local government go back much further, but it is in the period that has intervened since 1800 that parliamentary government responsible to a democratic electorate has been firmly established. It was not until the reforms of 1866 that a democratic, two-chamber parliament was instituted, and only in 1909 was the franchise extended to include virtually the whole adult male population. In 1919 suffrage was made universal for both men and women. Today every Swedish citizen 23 years of age or over is entitled to vote, with the exception of persons under guardianship, undischarged bankrupts, and inmates of workhouses. Election to the Riksdag is organized on a basis of proportional representation. Frequently this electoral system has prevented any one party from gaining a clear majority, and consequently Sweden has had an opportunity to experiment with various methods of minority government. This method has tended to give continuity to public policy inasmuch as a new government has seldom meant a complete change, as is

the case in the two-party system familiar in England and the United States, but rather a new coalition which contains some elements of the government which preceded it. The Social Democratic Party, which today controls the National Government, holds office in coalition with the Farmers' Party, and, though its main strength lies in the trade-unions, it prides itself upon having won the support of a considerable section of the middle class.

Along with the democratization of the franchise has gone the movement for popular education. The first compulsory public-education act was promulgated in 1842. Attendance at public elementary schools is now compulsory for all children between the ages of 7 and 14 who are not receiving equivalent education from some other source. Continuation schools and higher elementary schools provide either practical training or general education for children who have completed the prescribed course of instruction in the elementary schools. Except for certain small fees, secondary education is tax-supported, and the possibility of numerous scholarships in the public secondary schools opens these opportunities to a considerable number of children from families of low income. University education also is free. Popular adult education is well-established through such mediums as public libraries, popular-science lectures, and the people's colleges and voluntary-study groups. A vigorous educational program in current affairs is carried on through the press and by the political parties, as well as by voluntary agencies such as the cooperative societies, trade-unions, taxpayers' organizations, and employer and trade associations.

The economic expansion of the past 60 or 70 years has provided a favorable environment for the steady development of democratic institutions. The prosperity of Sweden is shown by the rising curves of total national and per capita income over a period of 70 years. The trend of real wages for the same period shows that the gain has been shared by the workers, whose total purchasing power more than trebled between 1860 and 1930. Statistics of consumption for the past two decades add further evidence that the standard of living of the whole population has improved materially. Although international comparisons should be used with caution, Sweden undoubtedly belongs to the group of countries in which living

conditions for most sections of the industrial population are favorable. Nevertheless, as in all other countries, the great advances of the industrial revolution have not solved the Nation's economic problems or freed large sections of the people from poverty.

No altogether satisfactory data exist upon which to base a statement of income distribution. The figures published in the census of 1930 are taken from tax returns and are known to be too low, especially for the agricultural population. They serve, however, to indicate the relative size of the various income groups, and from them some broad conclusions may be drawn as to the proportion of the population living below a satisfactory standard. Thus the census for 1930 indicates that 29.3 percent of the gainfully occupied population received less than 1,000 kronor<sup>1</sup> a year, and in addition 22.6 percent had no stated income. Since this latter group largely consisted of persons receiving less than 600 kronor a year, it appears that more than half the gainfully occupied population had incomes of less than 1,000 kronor in 1930.

The average income of all gainful workers with stated income has been estimated at about 1,700 kronor in 1930. This figure is probably too low, but if taken as a point of reference it is significant to note that only from one-fourth to one-third of the gainful workers of the country received more than this average. Figures for 1935 show that about 50 percent of families received incomes below 2,000 kronor a year.

Average wages vary greatly among the occupations and from one part of the country to another. The average yearly wage income for married male workers in agriculture in 1937 was 1,471 kronor and for unmarried men 1,163 kronor. Women workers on farms received an average of 946 kronor. In industry and trade the figures were higher. The average for all industries, in 1936, was 2,848 kronor for men and 1,691 kronor for women.

The unequal distribution of income is indicated in the figures taken from income-tax returns. In 1930 about 50 percent of the working population earned less than 1,000 kronor a year and received 12 percent of the total income, whereas the 0.3 percent who earned 20,000 kronor or more received 9.6 percent. Property, however, is more equitably divided than income; nearly half of the

privately owned property of the country belongs to persons who earn less than 2,500 kronor a year, most of whom are peasants.

It is impossible to say to what extent these incomes provide maintenance at a socially tolerable minimum standard of living. Analysis of the food consumption of 1,245 urban families of modest income, all but 4 of which had an income of 2,000 kronor or more, indicates that, while average consumption might be considered quite adequate, an improvement in diet would be beneficial to an appreciable part of the population. The undesirable living conditions imposed by low income bear most heavily on large families. Though less than 10 percent of all households in Sweden have three or more children under 15 years of age, the significance of low standards in these families should not be underestimated, since more than one-half of every new generation is reared by mothers who have given birth to three or more children.

Standards of living vary greatly in different parts of the country. They are definitely lower in the rural areas. Especially bad conditions are found in the timber regions of Norrland and in the neighborhoods dependent upon the declining stone quarries in certain coastal districts of southern Sweden.

Housing problems have recently occupied a conspicuous position in public discussion of the standard of living. Travelers who visit the cities of Sweden are likely to be impressed by the absence of slums. City growth is a recent development, and consequently much of the construction is new. There are, however, serious defects which are not apparent to the casual observer—defects which are intensified by the conditions of overcrowding under which a large part of the Swedish people lives. In town and city alike, overcrowding is prevalent among low-income families.

There is nothing novel in the picture of inadequate living standards which these facts suggest. Undernourishment and bad housing are not conditions peculiar to Sweden. They are mentioned here only because they provide the setting for modern social-reform efforts.

#### *The Evolution of Pensions*

To understand the social politics of present-day Sweden one must know something of the past. During the nineteenth century, public relief in

<sup>1</sup> The krona was equivalent to about 25 cents at 1939 rate of exchange.

Sweden was subject to the terms of a restrictive poor law administered by local authorities. The past 40 years have witnessed a process by which one after another of the dependent groups of society has been removed from the scope of the poor law and assisted by Government provisions under more favorable terms. The reaction against the hard conditions of the old poor law found expression, in the 1880's and 1890's, in an interest in social insurance programs along the lines of the early German legislation.

From the time in 1884 when Sven Adolf Hedin, a vigorous advocate of social-reform movements, first called the attention of the Swedish Riksdag to the need for a system of social insurance to the passage of the first pension act in 1913, the subject of pensions was frequently under discussion, and during the period from 1913 to 1938 few sessions of the Riksdag sat without passing amending legislation. The history of pensions spans the period of liberal influence in social politics and carries over into the opening phases of socialist predominance. Since pensions have constituted one of the major items in the welfare program of liberals and Social Democrats alike, one can trace in the development of pensions the main trends in modern Swedish social history.

The only positive action taken before 1913 was the establishment of the workmen's insurance fund in 1895. In that year the Riksdag, anticipating future legislation, voted a grant of 1.4 million kronor to prepare the way for the system of invalidity insurance. A similar appropriation was made in succeeding years so that in 1914, when a pension system was finally established, the fund amounted to about 36 million kronor. The purpose of the Pension Act of 1913 as set forth by the committee that prepared it was to provide an economically more secure and socially more worthy form of aid than was available to old people and invalids from poor relief or the charity of relatives. The new pension act went into effect on January 1, 1914. It introduced a compulsory system of old-age and invalidity insurance which included within its scope the whole adult population. It combined in one organization contributory pensions based on the insurance principle of individual equity and payable as a right, with noncontributory pension supplements and support payments financed out

of public funds, which were granted to permanent invalids who qualified under a means test.

This law of 1913 laid the basic foundation of pension insurance in Sweden from 1914 until 1937, when the law of 1935 became effective. Under the system, every Swedish citizen between the ages of 16 and 66 registered as residing in the country was liable for the payment of a yearly contribution of 3 to 13 kronor (the maximum was raised in 1921 to 33 kronor) according to the size of his income. The payment of contributions entitled a person to a contributory pension when he reached 67 years of age, or at an earlier date if he became permanently invalidated. The amount of the pension was closely related to the value of the contributions which an individual had paid, and, because the mortality statistics indicated that women would draw more heavily upon the fund than men, their benefit scale was set somewhat lower. It was clear at the outset that the contributory system would fail to provide a sufficient amount to cover the needs of persons mainly dependent upon the pension for support. In order to offset this situation a plan of pension supplements or bonuses was incorporated in the law, whereby pensioners who were declared to be permanent invalids and whose incomes fell below a certain amount might receive an annual increment in addition to the contributory pension.

A law of 1918 provided for allowances to minor children of invalids. Also, persons 15 years of age or over who were declared to be permanent invalids, whether they had paid contributions from age 16 or not, were entitled to draw support payments according to the terms established for the bonus. A national system of voluntary pensions authorized under the act provided an opportunity for the small investor to augment the benefits payable under the general program.

The pension act had scarcely begun to function when the illusion of permanence and stability in which the nineteenth century ended and the twentieth century began was suddenly dispelled by the outbreak of war. Instead of growing to maturity in a settled and predictable environment, the pension plan, like other social programs, has had to meet a succession of sudden and drastic changes in the economic life of the Nation. It has had to withstand violent swings of the business cycle and adapt itself to the accompanying changes

in national income, employment, the value of money, and the altered position of specific industries in the national economy, as well as to marked changes in social attitudes which are the inevitable concomitant of economic instability. These factors have been significant in their effect upon the fiscal arrangements on which the system rests and also in their bearing on public opinion and political necessity.

Although numerous acts were passed after 1913 amending various features of the original law, the main provisions of the Swedish pension plan remained intact until 1935, in spite of the fact that considerable dissatisfaction was felt with the system.

The legislation of 1935 and 1937 opens a new era in Swedish pension history. Although the system retains certain of the earlier features, such as universal coverage, the coordination of invalidity and old-age pensions, and a unified system of contributory and supplementary pensions, the purpose and the rationale have been changed. Contributory pensions are no longer reckoned on the principle of individual equity but according to a formula which, by introducing a flat amount, materially increases the sums payable to persons of low income of the present generation of pensioners and reduces the pension payable in the upper brackets of the scale. The maximum supplementary pension is increased and graded according to three cost-of-living categories. For persons who have reached age 67, the supplementary pension has acquired the status of an old-age pension without the requirement of proving permanent invalidity. The formulas for contributory and supplementary pensions are the same for both men and women. The income limit is raised, and the definition of income exempted from the means test is expanded. The national voluntary pension system is continued on much the same terms as before. Child allowances are made the subject of particular legislation and their scope is extended, though they continue to be administered by the Pension Board.

The main objective in pension reform has been to make pensions adequate so that the recipients will not be obliged to apply for poor relief. This objective has been attained only in part by the new legislation. The cost-of-living bonus is a device for increasing pensions in the towns and cities, but the scale is still too low to achieve this

result in all instances. The recognition of this fact has directed attention to the possibility of improving the standard of living of pensioners by other means, such as subsidized housing, improved medical services, extension of the communal-pension supplement, and, last but not least, the reform of the poor law.

#### **Other Welfare Measures**

Pensions comprise only one of the many and varied aspects of the Swedish welfare program. Voluntary sickness societies have been active for many years, and they have been strengthened by an act of 1931 which gives the sick funds a semi-public character; unemployment insurance is also voluntary, and some trade-union systems receive a subsidy from the National Government. Other measures financed entirely out of public funds have provided for special groups outside the scope of general relief. Dependent children, cared for outside their homes, receive assistance under the Child Welfare Act of 1924; and allowances for dependent minors, first restricted to the children of certain categories of national pensioners, have recently been extended to cover certain groups of orphans and fatherless children, including those of unmarried or divorced mothers even though the father may be known and obligated to provide properly for them but fails to do so. Blind compensation has been paid by the National Government since 1935. As early as the eighteenth century the care of the indigent sick was gradually transferred from general asylums to county hospitals. Today, medical attendance and hospital care at low rates are available throughout the country, though the accommodations are not always equal to the need.

Contrary to the predictions and desires of some reformers, the poor law has remained an important element in the total program of social provisions. Indeed, this result is to be expected. Temporary relief probably always will be necessary, and, furthermore, since the new reforms are categorical and not universal in scope, certain groups—for instance, widows per se—are not covered by any of the special programs. Even more important in the past has been the failure of the social insurance systems, notably old-age pensions and unemployment insurance, because of limited coverage or low benefits, to provide adequate protection, with the result that many persons of

low income have had to seek supplementary aid from the relief authorities. The proponents of social insurance measures have defended them, not because the benefits were adequate but because it has been their belief that once adopted in principle it would be relatively easy to increase gradually the amount of benefits.

And there is still another reason for the virility of the poor law. It too has felt the force of new ideas and the challenge of new methods of social security. The poor-relief act of 1918 widened the scope of relief which the communal authorities might furnish and set up a central board to supervise the administration of local guardians. One by one the pauper restrictions on the franchise have been removed until the receipt of relief no longer debars a citizen from voting. The change in the attitude of many guardians and relief officers has been fully as important as these legal changes. Standards of relief have been raised in response to the rising standard of living of the Nation. In a number of communes the general mixed workhouses have been converted into comfortable homes for the aged and infirm. A few communes supplement national pensions, sick care, blind compensation, and child allowances according to terms less onerous than those prescribed by the poor law. Thus relief is coming to be regarded as a positive factor in social administration.

In the fields of both finance and administration, the organization of public welfare in Sweden offers interesting examples of the successful cooperation of national and local agencies of government. Indeed, few welfare functions can be said to be the exclusive field of the National Government, the commune, or the county. It is the duty of the Ministry of Social Affairs, through its various departments, to exercise large powers of supervision and control over local affairs. Even when the commune furnishes nearly all the funds, as in the case of poor relief, a central board responsible to a national minister exercises supervision and, through its advice and influence, encourages the local authorities to bring their administration in line with national standards. There is no stereotyped pattern which determines the exact relations between the co-operating agencies of government. Each plan has been worked out to fit the needs of a particular situation, but with the extension of services and

the growing burden of costs in recent years the part played by the National Government has gained in importance. The promulgation of a definite, coordinated national policy by the Social Democratic Party has accelerated this tendency in the direction of centralized control.

The cooperation among agencies extends to the field of private effort. The activities of government directed toward establishing a socially desirable minimum standard of living for the people have not supplanted the endeavors of philanthropists, though by undertaking the main burden of the support of the indigent and the less well-to-do the Government has given to private effort an emphasis quite different from the traditional role of American philanthropy. A striking difference is the absence in Sweden of "drives" to raise money for welfare projects. Private charitable enterprises consist to a large extent of foundations created by special gifts and managed by private boards but subsidized by public funds. They function over a wide field to supplement the public social services and to experiment along new lines of development. To a marked degree they partake of a semipublic character. Expanding public social services represent only one aspect of the awakened social consciousness of the past 50 years. Private activity has also been stimulated, and even though the major role in future planning and financing must be assumed by the Government, the dimensions of the task are such that the cooperation of all is welcomed.

#### **Present Social Planning**

At the present time, the Social Democratic Party is the dominant factor in shaping social policy in Sweden. The early leadership in the modern reform movement which dates from the last quarter of the nineteenth century was assumed by individuals of enlightened views, among whom were personalities of widely varied gifts and opinions. What legislation was passed was adopted through the cooperation of the Social Democrats with the liberal parties of the Riksdag. Contributory systems of social insurance won support because they combined the principle of self-help with that of Government aid and offered a program for increasing the security and self-respect of the lower-income groups without introducing any direct changes in economic processes.

With the assumption of parliamentary control

by the Social Democrats, social policy has been given a new turn. The humanitarian motivation is not lacking, but the policies now being promulgated base their claim to support on economic considerations, whereas the earlier legislation sought to aid the poor by providing protection against certain inevitable risks of the competitive system. The proposals of the Social Democrats are framed in terms of the whole Nation, and the specific measures they advocate are regarded not as correctives but as integral elements in the economic and social life of the people.

Within the welfare field the Swedish Social Democrats have been concerned with problems of old-age security, public medical care, unemployment, and the variety of problems raised by the population crisis. Their plan for combating unemployment, chiefly by means of a program of planned public works and to a lesser extent by subsidies to private industry, has attracted the attention of economists in all countries.

Quite as arresting has been the development of a welfare program to provide security for the family as one means of increasing the birth rate. In Sweden the birth rate has been falling since 1880 even more rapidly than in most other countries of Western European culture, with the result that since 1925 it has been so far below the replacement level that the country faces an actual decrease in population in the years 1940-45. Public opinion has been aroused on the issue by the work of Professor and Mrs. Gunnar Myrdal, and since 1935 a population commission appointed by the Government has been engaged on a comprehensive study of problems of population and the standard of living. The reports of this commission and the child-welfare legislation recently enacted mark a sharp break with the social insurance philosophy which for four decades dominated social-reform movements. The new programs stress the importance of raising living standards by providing special services and assistance in kind instead of supplying cash income only. Public housing is the most conspicuous of the projects to which the theory has been applied, but other features include an extension of health services for mothers and children; free school meals, nursery schools, and better educational and developmental opportunities for the young; essential foods at low prices for large families; and similar measures. The argument for assist-

ance in kind has been elaborated in connection with the population question, but its implications extend beyond the scope of this special field, and in the future it may have a wider application.

The immediate issue before Swedish Social Democrats has been a choice between benefits in kind and a family wage. So far the family wage has not been adopted whereas some progress has been made in furthering the former program. The advocates of benefits in kind reject the device of the family wage because it reaches only a part of the population—the wage earners—leaving out such important groups as farmers, independent craftsmen, and small traders; because it runs counter to the trade-union policy of the standard wage; and because it is inimical to the principle of equal pay for equal work which women in employment hold to be essential. But they do not rest their case on these negative arguments. On the contrary, their theory is founded on the positive advantages of economy and efficiency which they anticipate from a public policy based on the principle of social provision of the essential requisites of sound family life. An individual acting alone, they say, cannot hope to obtain adequate health services, nourishing food, good housing, education, and recreation even if his wages are subsidized by a cash allowance. If the public is to be adequately served, these services need to be organized and administered along socially efficient lines.

The advocates of benefits in kind point to the experience with the insurance programs to show that, if it is deemed desirable that a group should enjoy certain advantages, the sound procedure is to supply the actual goods and services and to educate the public in their use rather than to dole out cash which may or may not be used for the purposes intended. Not only are benefits in kind cheaper, because of the economies of centralized buying and organization, but in Sweden farm income could be increased by promoting the use of such foods as milk, eggs, butter, cheese, meat, fruit, and vegetables, in which the diet of the people is deficient. Thus a program of adequate diet can be integrated with the basic economy of the country and an oversupply of agricultural products turned into a national asset. Similarly, the program of public housing can be organized in such a way as to play a part in equalizing building operations throughout the phases of the business cycle.

In addition to these considerations, the program of direct provision of goods and services appeals to many persons because it seems to solve the two troublesome problems of the means test and the supervision of family expenditure. The insurance programs, whether compulsory or voluntary, have failed to provide benefits of sufficient size to maintain a large proportion of their beneficiaries, and recourse to supplementary aid subject to a means test has been the rule rather than the exception for the aged, the permanently disabled, the sick, and the unemployed. The Swedish Riksdag has from time to time modified the severity of the tests of means and need, but in many instances they are still rigorous. In a program of assistance in kind the means test may be minimized more easily than when the plan calls for cash allowances; indeed, it is not illogical to discard it entirely when the objective of social policy is not limited to improving the status of the poor but is expanded to include planning for the needs of a democratic society.

Similarly, assistance in kind, by exercising control at the source, so to speak, offers an acceptable solution to the vexing problem of supervising family expenditure. Thoughtful observers of the Swedish social services have been satisfied with neither the inquisitorial practices of overzealous guardians nor the lack of supervision which the Riksdag has held to be appropriate for the social insurances. The socially wasteful consequences of the latter have been noted in connection with invalidity pensions and the allowances granted to children of invalids. Obviously, the laissez-faire attitude which was compatible with the individualistic ideals of nineteenth-century liberalism is not acceptable to Swedish Social Democrats, whose

aims are more definite and specific than the general enjoyment of liberty. Control, accordingly, is an essential element in their planning, but for practical as well as philosophical reasons it must be exercised with a minimum of direct interference, and from this point of view assistance in kind is almost a perfect medium for the accomplishment of the Swedish program.

Swedish social politics stands today at the threshold of a new era. Over a period of less than 30 years public policy has evolved from the negative attitude of the nineteenth-century poor law through the period of liberal self-help and enlightened philanthropy to the positive phase of social and economic planning—from a social policy which punished destitution to one which treated the symptoms of economic insecurity and, finally, to the program of prevention which the Social Democrats propose today. One sees here the logical working out of a process which, but for war and revolution, might have been the history of social democracy elsewhere. Some things have been accomplished and even more planned, but much remains to be done. All parties are committed in principle to a policy of improving the standard of national life, but there are differences of opinion regarding methods and the speed at which new ventures should be undertaken. At each new point of development there is opposition from those who fear that the extension of governmental activity will weaken the individual effort upon which economic progress depends and that the mounting expenditures for social purposes will absorb a disproportionate share of the national income. But these domestic differences may not be the determining factors in the coming decade. The fate of Sweden's social progress in the next few years is inseparable from the fate of Europe.

# COMPARATIVE COSTS OF ADMINISTERING PUBLIC ASSISTANCE

## An Analysis of the Administrative Expenses of 28 Public-Assistance Agencies During 1938-39

JOEL GORDON\*

STATE AND LOCAL LEGISLATORS have recently been displaying unusual interest in the administrative costs of public-assistance and relief programs. Their concern with channeling the largest possible share of the relief dollar into the hands of the needy has led them to scrutinize closely administrative costs and, in many instances, to limit such costs by law to a fixed percentage of total assistance payments or total costs. Administrators of public-assistance agencies have been requested to supply comparisons of their own costs with those of agencies in other States. Considering the lack of comparable data in this area, it is not difficult to understand why most of the comparisons have been of questionable validity.

To meet the need for comparable data, the Division of Public Assistance Research of the Social Security Board undertook to collect data on so-called administrative costs for the fiscal year 1938-39. The States cooperating in this experimental project were requested to report their expenses in accordance with a uniform expense classification, which was developed with the advice of the Joint Committee on Relief Statistics of the American Public Welfare Association and American Statistical Association. The results of this project are summarized here to determine how effective the reporting system has been in producing reasonably comparable data. Progress toward this objective is measured by the extent to which the reporting system has been successful in eliminating or minimizing the influence of variable factors which have vitiated earlier comparisons.

### Different Definitions of Public-Assistance Program

The most serious difficulty encountered in comparing the costs of administering public assistance and relief in the several States arises from the fact that public-assistance agencies also administer a

wide variety of related programs. Table 2 shows the various related programs administered by the 28 State agencies submitting reports for 1938-39.<sup>1</sup> Most of the agencies certify persons to the Work Projects Administration, Civilian Conservation Corps, and Farm Security Administration; distribute surplus commodities; and furnish child-welfare services and foster care. Several agencies incur expenses for sponsor's contributions to WPA projects, for materials and supplies on State and local work-relief projects, for transient and institutional relief programs, for services to crippled children and the blind, and for other miscellaneous activities.

Although expenditures for these supplemental activities cannot properly be charged to the assistance programs, many public-assistance agencies include such expenses in the cost of administering public assistance and relief. The administrative expenses of these agencies obviously cannot be compared with the expenses of other agencies which are not responsible for these additional functions or which exclude their cost from administrative expenses of the assistance programs.

By segregating expenses of the various related programs,<sup>2</sup> the reporting system of the Division of Public Assistance Research has yielded data on the costs of administering public assistance which are far more comparable than any data previously available. The data reported for the fiscal year 1938-39 reveal that, in a number of States, expenses for related programs constitute a significant part of the total expenditures of the public-

<sup>1</sup> In this and other tables, State agencies participating in the reporting project have been designated by letters.

<sup>2</sup> The reporting system of the Division of Public Assistance Research excludes the following activities and programs from costs of administering the assistance programs: (1) certifications: (a) to the U. S. Work Projects Administration, (b) to the Farm Security Administration, (c) to the Civilian Conservation Corps, (d) for surplus commodities; (2) transient relief programs; (3) institutional relief programs; (4) the operation of commissaries; (5) the distribution of surplus commodities; (6) costs of local work-relief projects (excluding wages and earnings of relief workers); (7) contributions from relief funds to Federal Works Program; (8) child-welfare services; and (9) other welfare programs, such as foster care, crippled children's services, and rehabilitation of the blind.

\*Bureau of Research and Statistics, Division of Public Assistance Research.

assistance agency.<sup>3</sup> Table 1 shows that expenses for related programs accounted for more than a third of the total expenses of State agency BB and for 10 to 15 percent of the total expenses of State agencies E, J, L, R, T, U, Y, and Z. All but three of these agencies spent more for administering these related activities than for administering the public-assistance programs.

<sup>3</sup> A small number of public-assistance agencies can segregate expenses for related programs from those of the public-assistance program, since different units of the agency administer each group. However, in most agencies expenses are incurred jointly for all programs.

### Different Combinations of Assistance Programs

Another difficulty in comparing administrative expenses is presented by the different combinations of assistance programs administered by the various public-assistance agencies. The combinations of programs administered by the 28 agencies reporting data on administrative expenses are shown in table 4. One-half of these agencies administer the three special types of public assistance under the Social Security Act and general relief; five administer only the three special types

**Table 1.—Total expenses of State and local public-assistance agencies classified by program and purpose, by agency, fiscal year 1938-39<sup>1</sup>**

[Corrected to Dec. 1, 1939]

Agency	Total expenses of agency <sup>2</sup>	Expenses for public-assistance program							Expenses for other programs <sup>3</sup>		
		Assistance payments <sup>4</sup>		Other expenses (administration) <sup>5</sup>							
		Amount	Percent	Total		Old-age assistance	Aid to dependent children	Aid to the blind	General relief		
				Amount	Percent						
A	\$160,648,061	\$136,530,213	85.0	\$19,574,129	12.2	\$2,513,993	\$1,031,990	\$118,903	\$15,909,243	\$4,543,719	2.8
B	134,453,845	120,280,141	89.4	\$12,195,901	9.1	2,600,497	1,080,496	372,568	\$8,124,340	1,977,803	1.5
C	29,743,245	28,341,634	95.3	1,401,611	4.7	1,401,611					
D	24,861,522	23,232,049	93.5	1,331,032	5.4	(*)	(*)		(*)	278,441	1.1
E	20,060,125	16,683,426	83.0	1,336,298	6.7	817,867	443,471	74,960		2,073,401	10.3
F	19,920,395	18,987,352	95.3	942,043	4.7	942,043					
G	19,416,658	17,897,946	92.2	1,033,733	5.3	640,457	119,416	12,212	261,648	484,979	2.5
H	17,649,806	16,557,441	93.8	873,440	5.0	663,708	186,596	23,146		218,925	1.3
I	17,192,788	16,364,018	95.2	828,770	4.8	599,418	230,888	28,464			
J	13,210,216	10,553,485	79.0	1,336,346	10.1	1,401,434	193,811	43,634	697,467	1,320,385	10.0
K	10,205,823	9,347,626	90.8	\$862,873	8.4	310,028	349,735	21,520	181,590	85,324	.8
L	10,161,479	7,420,525	73.0	\$1,606,748	16.7	299,367	169,935	22,401	1,205,045	1,044,206	10.3
M	7,453,719	6,075,422	81.5	638,105	8.6		536,901	101,204		740,192	9.9
N	7,249,105	6,346,917	87.6	\$1,616,557	8.5	449,085	11,28,182	39,290		285,631	3.9
O	7,097,485	6,410,634	90.4	\$1,677,851	9.6	12,677,851					
P	6,793,618	5,950,167	87.6	\$755,126	11.1	(*)	(*)	(*)		88,325	1.3
Q	6,455,318	5,224,144	80.9	810,796	12.6	514,489	151,365	30,415	114,327	420,378	6.8
R	6,066,113	5,080,385	83.9	331,218	5.5	145,467	50,057	8,619	127,075	645,510	10.6
S	5,110,494	4,886,066	95.5	232,828	4.5	228,355		4,473			
T	4,681,849	3,593,150	76.7	420,729	9.0	125,437	90,903	4,735	199,654	667,970	14.3
U	4,449,725	3,592,457	80.8	263,713	5.9	99,307	73,753	6,462	84,191	593,555	13.3
V	4,355,896	3,892,240	89.3	338,132	7.8		338,132			125,524	2.9
W	3,900,773	3,502,919	89.8	254,624	6.5	130,307	67,938	5,600	50,689	143,230	3.7
X	3,839,918	3,252,444	84.7	302,411	10.2	245,742	93,895	13,246	39,528	195,063	5.1
Y	1,914,813	1,549,857	80.9	135,013	7.1	46,321	17,586	5,266	65,840	229,943	12.0
Z	1,665,842	1,388,558	83.3	97,620	5.9	83,046	8,395	3,551	12,628	179,664	10.8
AA	704,176	600,226	95.0	34,920	5.0	34,950					
BB	272,142	162,373	59.7	9,558	3.5			9,558		100,211	36.8

<sup>1</sup> Expenses represent net disbursements, except where otherwise indicated (see table 4).

<sup>2</sup> Include all programs, services, and functions administered by State public-assistance agency which are provided for in the budget or appropriations for such agency, and all programs administered by local agencies under supervision of the State agency. By public-assistance agency is meant the department or bureau responsible for administration or supervision of a public-assistance program; it may be an independent department or a division of a larger department of public welfare or social security. If the public-assistance agency also administers other programs for which it incurs expenses jointly with the public-assistance program, total expenses of the agency include additional programs.

<sup>3</sup> Include expenditures for payments directly to or on behalf of needy recipients for the immediate purpose of supplying such recipients with commodities (food, clothing, coal, medical supplies, etc.) and services (rent, electricity, gas, medical care, etc.). Include direct money payments by check or cash directly to recipient (in the case of aid to dependent children, to the mother, father, etc.) and indirect and kind payments furnished to recipients, not in the form of cash or check, but in the form of groceries, clothing, fuel, medical services, etc. These commodities or services may be directly supplied from publicly operated commissaries or by issuance of

orders upon private merchants and vendors, to private physicians, etc. Assistance payments also include payments to or on behalf of recipients for medical care (services and supplies), hospitalization, and burials.

<sup>4</sup> Include all expenses involved in determination of original and continuing eligibility of applicants to receive assistance and in rendering financial assistance to recipients and social service incident to such financial assistance.

<sup>5</sup> Included here are expenses for programs and activities of the agency which are not an expense of any public-assistance program. See table 2 for a complete list of programs and activities included.

<sup>6</sup> Expenses limited to 9-month period, Oct. 1, 1938-June 30, 1939.

<sup>7</sup> Includes expenses for certification to Works Progress Administration, Civilian Conservation Corps, and Federal Surplus Commodities Corporation.

<sup>8</sup> Includes expenses for certification to CCC and FSCC.

<sup>9</sup> Distribution by program not available.

<sup>10</sup> Does not include \$8,338 unexpended balance of Federal grants for administration of old-age assistance.

<sup>11</sup> First payments under approved plan for aid to dependent children made for September 1938.

<sup>12</sup> Includes expenses for certification to CCC.

<sup>13</sup> Includes expenses for certification to CCC and FSCC.

of public assistance; and the remaining agencies operate other combinations of programs or a single program.

Unless comparisons of administrative costs are to be restricted to agencies administering the same combination of programs, the costs of the individual component programs must be determined. Available evidence indicates conclusively that administrative costs differ markedly among the individual programs. Under these circumstances, comparisons of the total administrative expenses of agencies operating different combinations of programs are of questionable value. To enable more accurate comparisons to be made, the reporting system of the Division of Public Assistance Research provides for the determination of administrative costs for individual programs. Data for 1938-39 are presented in table 1.

#### **Different Methods of Determining Costs**

Most agencies can identify their assistance costs by programs with comparative ease but run into difficulty when they attempt to do this for their administrative costs. Expenditures for such items as salaries of visitors and other employees, travel, material, supplies, and equipment are usually incurred jointly for all programs administered by the agency, including both public-assistance and other welfare programs. The problem of prorating these joint expenses on a reliable basis is the most serious obstacle in the way of obtaining accurate comparative data on administrative costs.

The expenses of operating each of the various assistance and related programs administered by a public-assistance agency can be determined only by the application of sound cost-accounting principles. The procedure generally accepted for this purpose is that of charging to each program all expenses directly identifiable with it and of distributing the remaining joint expenses by the use of apportionment factors which reflect most accurately the share of these expenses fairly or properly chargeable to each program.

The Division of Public Assistance Research has devoted considerable study to the problem of selecting apportionment factors which are most accurate for distributing joint expenses. No single method can be recommended, but all methods should be consistent with certain principles. The Social Security Board has enunciated these principles in setting forth the basis to be

used by the States in submitting their claims for Federal funds for administering aid to dependent children:<sup>4</sup>

1. Charge to a specific program all identifiable expenditures incurred directly for the administration of the program.
2. Distribute expenditures made jointly for two or more programs on the basis of relative volume of work actually performed on each program, such volume of work to be determined according to the method set forth in the State plan as approved by the Board. The method should be based upon the measurement of the proportion of the total working time of employees spent on the aid to dependent children program as evidenced by time records maintained over a reasonable period or records of work performed (i. e., work load) on each program when properly weighted for time factors. Other factors such as case load, person load, or expenditures for assistance payments may be included as measures of the work load on each program only where the State can furnish data which show that these factors consistently reflect from period to period the actual time spent or the work performed on each program.

The importance of using a method of apportioning joint expenses which embodies the principle of "measurement of work performed" is indicated clearly by an analysis of the results obtained when factors inconsistent with this principle are used. Case loads and assistance costs are frequently used to distribute administrative expense by programs, despite the fact that they are unreliable apportionment factors. The data presented in table 3 show that in a number of agencies the distributions of total case load and total expenditures for assistance among the several programs differ markedly from the distribution of total working time. In agency U, for example, 97 percent of the total case load and the same proportion of total expenditures for assistance were related to public-assistance programs, but only 71 percent of the time of the agency was devoted to these programs. Although the case load and expenditures for the old-age assistance program comprised more than one-half the total case load and total expenditures, only one-fourth the time of the agency was spent on this program. In some of the agencies for which this comparison is made, the differences are even greater.

Case loads are unsuitable as an apportionment factor because they reflect potential rather than actual effort expended. Their use for this purpose is based on two erroneous assumptions: that the

<sup>4</sup> Policy enunciated by the Social Security Board on Apr. 21, 1939.

same amount of effort will be required or will be devoted to the investigation and care of cases under each program; and that the same rate of case-load turn-over exists for each program. Furthermore, since case loads usually include only the numbers actually receiving assistance, they do not reflect work involved in disposing of applica-

tions. This omission can be remedied by combining applications disposed of with case loads in a single apportionment factor; however, differences in the relative amount of time required to investigate an application and to maintain a case under care must be taken into account by weighting. Another important objection to the

**Table 2.—Programs other than public assistance for which expenses were incurred by State and local public-assistance agencies, by agency, fiscal year 1938-39**

Agency	Certification services to other agencies <sup>1</sup>				Work-relief program	Transient relief program	Distribution of Federal surplus commodities	Institutional relief program	Child-welfare services	Foster care	Crippled-children services	Blind services	Other miscellaneous activities
	WPA	FSA	CCC	FSCC									
A.	X		X	X									
B.	X		X	X									
C.													
D.			X	X									
E.													
F.													
G.		X				X			X	X			
H.		X								X	X	X	
I.													
J.	X	X	X	X	X	X		X	X				
K.	X		X	X				X	X				
L.	X		X	X					X	X	X		
M.	X		X	X					X	X	X	X	
N.			X	X					X	X	X	X	
O.													
P.	X		X	X					X	X			
Q.	X	X	X	X					X	X		X	
R.	X	X	X	X					X	X	X	X	
S.													
T.	X	X	X	X				X	X	X	X	X	
U.	X	X	X	X	X			X	X	X	X		
V.													
W.	X		X	X				X	X	X			
X.		X	X					X	X			X	
Y.	X	X	X	X	X			X	X				
Z.													
AA.													
BB.												X	

<sup>1</sup> WPA, Works Progress Administration; FSA, Farm Security Administration; CCC, Civilian Conservation Corps; FSCC, Federal Surplus Commodities Corporation.

<sup>2</sup> Excludes payments to persons on relief.

<sup>3</sup> Included as an expense of administering general relief.

<sup>4</sup> Included as an expense of administering old-age assistance.

<sup>5</sup> Included as an expense of administering public-assistance program.

case-load apportionment factor is that no case loads exist for many activities, such as WPA and CCC certifications, and work done on these programs is thus omitted from consideration. This situation explains why, as is shown in table 3, the percentages of total case load are low or nonexistent for programs other than public assistance despite the large proportion of the total working time of the agency devoted to them. Agency R, which is an extreme example, spent almost 54 percent of its working time on these other programs, none of which is reflected in case loads or assistance payments.

Similar and even stronger objections may be directed against the use of assistance payments as an apportionment factor. A higher level of individual payments on one program than on another will automatically result in a larger apportionment of joint expense, although the same effort

may be required to make a low monthly payment as a high one.

Effort expended appears to be the only sound basis for distributing joint expenses. It can be measured in one of two ways: (1) in terms of the relative volume of time actually spent on each program, or (2) in terms of the relative volume of work units actually performed on each program. If "time spent" is used, some type of time-recording system is necessary. Therefore, procedures and forms for time recording have been developed and are designated "gross" time studies, since they are designed to determine the proportion of total or over-all time spent on each program. Inasmuch as the emphasis on different programs is likely to vary from period to period, gross time recording does not lend itself to sampling but must be maintained on a continuing basis.

The possibility of using work units performed

Table 3.—Percentages of total man-hours, case load, and assistance expenditures for each program, by agency

Agency	Period	Apportionment factors <sup>1</sup>	Percentages for each program yielded by specified apportionment factors					
			All pro- grams	Public-assistance programs				
				All assist- ance pro- grams	Old-age assist- ance	Aid to depend- ent children	Aid to the blind	General relief
L.....	July 1-December 31, 1938.....	Man-hours.....	100.0	71.1	11.0	5.7	0.8	33.6
		Case load.....	100.0	100.0	11.6	3.7	.5	84.2
		Assistance expenditures.....	100.0	100.0	42.7	21.3	2.2	33.8
N.....	July 1-December 31, 1938.....	Man-hours.....	100.0	63.3	50.6	7.9	4.8	-----
		Case load.....	100.0	100.0	72.1	3.2	4.5	20.2
		Assistance expenditures.....	100.0	100.0	80.2	3.8	5.2	10.8
Q.....	July 1-December 31, 1938.....	Man-hours.....	100.0	61.0	38.7	11.2	2.3	8.8
		Case load.....	100.0	100.0	73.2	9.4	2.5	14.9
		Assistance expenditures.....	100.0	100.0	66.9	20.6	2.8	9.7
R.....	January 1939.....	Man-hours.....	100.0	46.1	20.5	6.8	1.4	17.4
		Case load.....	100.0	100.0	61.2	10.1	.4	28.3
		Assistance expenditures.....	100.0	100.0	63.5	14.5	.4	21.6
S.....	October 31-November 29, 1938.....	Man-hours.....	100.0	100.0	96.1	-----	3.9	-----
		Case load.....	100.0	100.0	99.3	-----	.7	-----
		Assistance expenditures.....	100.0	100.0	99.3	-----	.7	-----
U.....	January 1939.....	Man-hours.....	100.0	71.2	24.6	19.4	1.7	25.5
		Case load.....	100.0	97.0	53.3	16.8	2.4	24.5
		Assistance expenditures.....	100.0	97.0	57.9	21.3	2.4	15.4
X.....	July 1-December 31, 1938.....	Man-hours.....	100.0	68.5	44.0	15.2	2.2	7.1
		Case load.....	100.0	100.0	74.5	12.8	2.8	9.9
		Assistance expenditures.....	100.0	100.0	63.0	21.1	3.1	12.8
Z.....	November 1938.....	Man-hours.....	100.0	57.7	49.7	4.8	1.9	1.3
		Case load.....	100.0	66.9	57.5	5.0	4.4	33.1
		Assistance expenditures.....	100.0	100.0	82.5	11.6	5.9	-----
CC.....	October 1938.....	Man-hours.....	100.0	36.8	-----	36.8	-----	63.2
		Case load.....	100.0	54.2	-----	54.2	-----	45.8
		Assistance expenditures.....	100.0	71.1	-----	71.1	-----	28.9
DD.....	August 1938.....	Man-hours.....	100.0	64.2	25.5	13.9	.6	24.2
		Case load.....	100.0	100.0	64.1	13.7	1.0	21.2
		Assistance expenditures.....	100.0	100.0	67.5	17.4	1.1	14.0
EE.....	October 1938.....	Man-hours.....	100.0	62.1	29.1	8.1	1.4	23.5
		Case load.....	100.0	100.0	61.5	9.7	1.7	27.1
		Assistance expenditures.....	100.0	100.0	65.6	13.4	2.6	18.4

<sup>1</sup> Data on case loads and assistance expenditures from monthly statistical reports submitted to the Social Security Board; data on man-hours from sum-

maries of time studies prepared by State agencies or from semiannual statistical reports of expenses submitted to the Social Security Board.

rather than time as a measure of effort expended was also explored, in the belief that work units could be measured continuously more readily and accurately than time. Work units in terms of which activity could be measured had to be developed for this purpose. The Division of Public Assistance Research defined a series of basic work units for measuring activity and has developed a system for recording and reporting such units.<sup>5</sup> Work units, such as home visits and intake interviews, which measure the basic operations of "productive" workers (i. e., visitors), were selected on the assumption that these work units would serve as a sensitive index to the total volume of work of the agency.

**Table 4.—Variable factors affecting comparability of expenses other than assistance payments (administration) reported in table 1**

Agency	Combination of public-assistance programs administered by agency <sup>1</sup>	Reporting basis <sup>2</sup>		Methods of prorating major portion of joint expenses			Case load
		Net disbursements	Obligations incurred	No prorating—direct charges	Time recording		
					Continuous	Limited period	
A	A B C G	X		X			
B	A B C G		X	X			X
C	A	X		X			
D	A C G		X		(?)	(?)	
E	A B C	X			X		
F	A	X		X			
G	A B C G	X					X
H	A B C	X					X
I	A B C	X					X
J	A B C G	X					X
K	A B C G		X				X
L	A B C G	X			X		
M	B C	X			(?)	(?)	
N	A B C	X			X		
O	A	X		X			
P	A B C	X			X		
Q	A B C G	X			X		
R	A B C G	X			X		
S	A B	X				X	
T	A B C G		X	X			
U	A B C G		X			X	
V	C	X					X
W	A B C G	X			X		
X	A B C G		X		X		
Y	A B C G	X			X		
Z	A B C G	X				X	
AA	A	X		X			
BB	B	X		X			

<sup>1</sup> A, old-age assistance; B, aid to the blind; C, aid to dependent children; G, general relief.

<sup>2</sup> Net disbursements represent all amounts paid out during the period less amounts refunded. Obligations incurred represent liabilities incurred during period, which may or may not be paid during same period, less obligations canceled during period.

<sup>3</sup> Weighted.

<sup>4</sup> No analysis by program.

<sup>5</sup> Children load instead of case load used for program for aid to dependent children.

<sup>6</sup> 2 months.

<sup>7</sup> 1 month.

<sup>8</sup> Data not available.

<sup>9</sup> Person load instead of case load.

<sup>10</sup> Terminology and instructions adapted from Hurlin, Ralph G., *Statistics of Family Case Work Operations*, New York, October 1939.

It seemed likely that the individual work units selected might require varying amounts of effort and that time factors giving proper weight to each work unit would have to be determined. Two different time-study techniques have been developed for the purpose of measuring the average time required per work unit to be used as a weighting factor: (1) *individual employee* time recording, and (2) *unit* time recording. Under the first method, each employee maintains a time record on which he enters, in chronological order during the day, time spent on each operation performed under each program. The amounts of time spent on a given work unit are then drawn from the records of different workers, and the average time for a given unit on each program is determined. In a *unit* time recording study, a time record is kept for each unit of work, such as an investigation of an application for old-age assistance. All workers performing any work on a given application enter on the "job" or unit sheet a record of time spent; the completed job sheet thus indicates all the operations performed on the application and the time spent on each operation. In contrast to gross time studies, work-unit time studies lend themselves to sampling.

Most of the agencies reporting administrative expenses by individual programs for 1938-39 employed the principle of charging identifiable expense directly and apportioning joint expenses on the basis of time spent on each program (table 4). A few agencies, however, used factors of questionable validity, such as case loads, for distributing joint expenses.

#### **Different Definitions of Assistance and Administration**

Comparisons of the administrative expenses of public-assistance agencies are complicated also by the fact that items included as assistance to recipients by some agencies are charged to administration by others. The following specific problems were referred to in a recent article:<sup>11</sup>

. . . in some public-assistance agencies, expenditures for certain types of assistance to recipients are paid from administrative funds and consequently are charged to administration. These charges may include salaries of physicians employed directly by public-assistance agencies to

<sup>11</sup> Gordon, Joel, "Analyzing the Administrative Expenses of Public-Assistance Agencies," *Social Security Bulletin*, Vol. 2, No. 5 (May 1939), pp. 10-14.

furnish medical service to needy recipients. Expenditures for this purpose are obviously a form of assistance to recipients and should be so classified, as is usually the case when similar assistance is furnished by private physicians through the medium of medical relief orders. Expenses of operating public commissaries are usually classified incorrectly as administrative expenses; yet relief orders on private vendors, which necessarily include the cost of retail distribution in the selling price of the commodity, are ordinarily classified as assistance payments.

The reporting system provides for a uniform classification of expenses for assistance and for administration. Assistance payments are defined as "expenses for payment directly to or on behalf of needy recipients for the immediate purpose of supplying such recipients with commodities (food, clothing, coal, medical supplies, etc.) and services (rent, utilities, burials, hospitalization, medical care, etc.)."<sup>7</sup>

Definition of "administrative expenses" was more difficult, since the term, as used in the public-assistance field, differs from its accepted meaning in the accounting field.<sup>8</sup> The term "administrative expenses" was used in the original report form but was later eliminated in favor of "other" expenses of public-assistance programs. "Other" expenses are defined to include "expenses involved in the determination of the original and continuing eligibility of applicants to receive financial assistance and in rendering financial assistance and social service to recipients." The specific administrative functions involved are itemized, and all expenses connected with performing these functions are defined as costs of achieving the general objectives of the agency.

#### Different Costs Borne by Agencies

A fact often overlooked in comparing administrative costs is that part of the expense of operating the program is borne not by the public-assistance agency but by other departments. In general, these costs are of two types: (1) those incurred in performing service functions for the public-assistance agency, such as writing assistance checks, auditing assistance payments, and recruiting per-

sonnel; and (2) those incurred for housing the agency and for accompanying items, such as heat, light, water, electricity, telephone, and janitorial service. It would be extremely difficult to determine the proper portion of these expenses chargeable to the public-assistance agency because they are usually incurred jointly for several agencies. The reporting system makes no provision for including these expenses and is limited to amounts expended from appropriations of the public-assistance agency. It will not be feasible to include such expenses until it becomes the general practice to charge them accurately to the public-assistance agency.

Excluding from the reports expenses borne by other agencies does not eliminate the necessity for taking them into account in comparing costs. Data accumulated during the experimental reporting period reveal a variety of "hidden costs"—i. e., expenses not reflected in the amounts expended from appropriations of the public-assistance agency.

Expenses for rental of office space are incurred in relatively minor amounts by most public-assistance agencies, since, at both the State and local levels, space in public buildings is usually furnished "free" to the agency. The practice with respect to payment of rent generally varies among the counties in a single State, and the extent to which expenses are incurred for rent and related items seems to depend largely on the willingness and ability of local authorities to furnish space in public buildings. Since the volume of these expenses is small in relation to total expenses incurred directly by the public-assistance agency, their exclusion from the reports does not greatly affect the validity of cost comparisons.

On the other hand, the exclusion of expenses of performing important functions, such as check-writing, auditing, and recruiting personnel, is a serious omission, since these expenses constitute a substantial part of the total cost of operating the public-assistance programs. In many States, for example, the State or local fiscal officers prepare assistance checks, although it is more common for public-assistance agencies to perform this function and assume the cost. In several States the expenses of conducting examinations for personnel are borne by civil-service commissions, but the Pennsylvania Department of Public Assistance bears the cost of its own special personnel agency.

<sup>7</sup> During the first 6 months of the fiscal period 1938-39, commissary-operating expense and salaries of physicians were charged to administration for reasons of expediency. In the revised report used in the second half of the period, these expenses were classified as assistance; consequently, the data for the 2 periods are not strictly comparable.

<sup>8</sup> For a discussion of this point, see Geddes, Anne E., and Gordon, Joel, "The Concept of Administrative Expenses in Accounting for Public-Assistance Expenditures," *Social Security Bulletin*, Vol. 2, No. 7 (July 1939), pp. 27-31.

In Connecticut applications are received and first investigated by local officials, and none of the expense incurred by them is reflected in the expenses of the public-assistance agency.

#### **Different Accounting Bases—Accrual vs. Cash System**

The comparability of data on administrative expenses is also affected by the basis on which accounts are maintained. The accrual system of accounting yields data infinitely more valuable for analytical and comparative purposes than the cash system, since the accrual system makes it possible to relate administrative expenses for a given period to work actually performed during that period. Under the accrual system, expenses are charged to the period in which they are incurred instead of to the period in which they happen to be paid. In a cash-accounting system, salaries for work performed in one month frequently are entered on the books as charges during the following month, when they are actually disbursed. However, expense data on a cash basis lend themselves to statistical analysis if disbursements are distributed somewhat evenly over the accounting period. Unfortunately, it is a common practice to pay, during the last month of the fiscal period, a large number of bills which ordinarily would be paid during subsequent months.

Many State public-assistance agencies and the overwhelming majority of local agencies maintain their accounts on a cash basis. For this reason, the States were requested to report on a cash basis during the first 6-month period. In order to encourage accrual reporting, the revised report used during the last 6 months of the fiscal period offered States the opportunity of reporting either obligations incurred or disbursements. A limited number of States were able to report all or part of their expenses for the year on an obligations incurred basis, as is indicated in table 4.

A special problem is posed by the fact that while the life of equipment extends over several fiscal periods its entire cost is normally charged to the month in which the bill is paid. According to the reports for 1938-39, however, expenditures for equipment accounted for less than 1 percent of total administrative expenses in 16 agencies, from 1 to 2 percent of the expenses in 5 agencies, from 2 to 3 percent in 5 others, and slightly over 3 percent in another. Therefore,

the failure to exclude these expenses or to spread them over the life of the equipment does not seriously affect cost comparisons.

#### **Differences in Scope and Content of Program**

Comparisons of total amounts expended for administration throw little light on relative economy and efficiency of operation. It is impossible to determine how much the differences in total amounts expended reflect mere differences in the magnitude of the programs in the several States instead of in operating efficiency. Two measures that are frequently used to reduce administrative expenses to a common denominator are: The ratio of administrative expense to total assistance payments, and the average cost per case. The fallacies inherent in these measures have been described in a previous article.<sup>9</sup> It is now possible to substantiate these criticisms with the concrete data presented in table 5, which shows, for individual programs, the ratio of administrative expense to total assistance payments and the average cost per case-month.

The administrative expenses of many agencies are limited by law to a fixed percentage of assistance payments. For such agencies, the ratio of administrative expense to assistance costs may reflect the influence of the legal limitation rather than the amount of funds actually needed to administer the program efficiently. Thus, the administrative expenses of agency F amounted to exactly 5 percent of old-age assistance payments—the proportion permitted under the State law. Agencies G and H are also subject to a 5-percent limitation on all programs combined; their expenditures for administration of old-age assistance were 4.9 and 4.8 percent of assistance, respectively.

Other things being equal, the ratio of administrative expense to assistance payments will automatically be lower for agencies with high average payments for assistance than for agencies with low average payments. Differences in this percentage relationship for two States with the same number of recipients may reflect differences in the level of assistance payments rather than in efficiency of operation. In the old-age assistance program, an unusually high negative correlation exists between these administrative cost ratios and average payments per recipient. For example, in

<sup>9</sup> Ibid.

agencies Q and X, the ratio of administrative expense to assistance costs is relatively high because of the low level of assistance payments, but administrative expense per case is relatively low.

For programs in the early stages of development, both the ratio of administrative expense to assistance payments and the average cost per case-month will be unusually high because of the

small volume of assistance and the small case load. Because agency N only recently established its program for aid to dependent children, its administrative expenses for this program amounted to 41.1 percent of assistance payments and the average cost per case-month was \$10.71.

Administrative cost ratios and average costs per case-month also fail to reflect the considerable volume of work performed in investigating appli-

**Table 5.—Ratio of all other expenses of public-assistance program (administration) to assistance payments, average cost per case-month, and ratio of applications disposed of to number of cases receiving assistance, by program, by State agency, fiscal year 1938-39**

Agency	"All other" expenses as a percentage of assistance payments	Average cost per case-month <sup>1</sup>	Applications disposed of as a percentage of recipients <sup>2</sup>	Agency	"All other" expenses as a percentage of assistance payments	Average cost per case-month <sup>1</sup>	Applications disposed of as a percentage of recipients <sup>2</sup>				
Old-age assistance											
Q	14.9	\$1.29	3.9	N	41.1	\$10.71	32.8				
R	12.1	2.51	2.8	T	14.7	4.84	9.2				
X	11.7	.88	5.6	Q	13.6	2.86	5.1				
O	10.6	2.06	4.2	B	13.2	4.63	13.8				
A	10.3	2.54	3.1	X	13.2	1.91	16.0				
L	10.1	1.39	3.5	K	12.2	3.81	6.4				
K	8.4	1.49	3.1	J	11.1	3.22	7.4				
J	8.0	1.50	4.3	L	10.7	2.28	6.3				
N	7.9	1.10	4.7	M	10.4	4.14	3.1				
T	7.6	1.33	2.5	U	8.9	2.88	7.8				
E	7.4	1.26	6.3	E	8.8	2.40	5.3				
Z	7.3	1.72	4.3	V	8.7	2.54	2.9				
W	5.9	1.25	2.4	W	8.1	2.14	4.5				
Y	5.9	1.27	2.2	G	7.8	2.35	6.7				
L	5.2	1.08	2.8	Y	7.7	2.36	4.8				
AA	5.2	1.39	2.7	H	7.5	1.02	5.4				
F	5.0	.69	1.9	R	7.3	1.98	5.4				
R	5.0	.98	2.2	A <sup>4</sup>	6.7	3.24	4.9				
C	4.9	.92	2.6	Z	5.0	1.96	11.8				
G	4.9	1.41	1.8	L	4.8	1.78	4.0				
H	4.8	.85	1.9	Aid to dependent children							
S	4.7	1.25	2.1								
U	4.6	1.22	3.4	R	29.4	\$6.71	14.6				
General relief											
L	44.3	\$44.85	35.2	A <sup>4</sup>	20.4	5.01	4.4				
Q	22.5	(?)	(?)	Q	20.1	2.17	3.4				
Y	19.6	3.00	28.0	J	18.5	3.71	7.9				
A <sup>4</sup>	16.5	5.65	15.8	T	17.3	3.46	4.5				
U	16.4	2.23	52.8	L	14.4	2.47	3.1				
T	15.3	2.93	91.6	S	13.8	3.49	13.3				
Y	13.8	2.75	48.0	K	13.5	2.85	3.3				
W	13.1	1.77	57.8	X	13.0	1.28	5.7				
X	11.4	1.17	20.9	E	12.5	2.53	2.8				
B	9.4	2.67	17.4	M	10.9	2.15	2.6				
R	8.6	1.61	35.6	N	10.5	1.52	7.3				
G	8.2	(?)	(?)	Y	9.7	2.78	1.3				
K	6.9	1.52	36.0	B	8.6	2.58	3.0				
Aid to the blind											
U				W	7.4	1.63	2.7				
H				U	7.2	1.79	3.9				
G				H	6.0	.96	3.0				
K				G	5.9	1.67	3.0				
				BB	5.9	1.32	2.5				
				I	5.4	1.21	2.2				
				Z	4.4	.97	2.4				

<sup>1</sup> Average cost per case-month determined by dividing total administrative expense for the public-assistance program by total number of recipient-months of assistance; recipient-months obtained by adding the number of recipients during each month of the fiscal year.

<sup>2</sup> Ratio determined by dividing total number of applications disposed of by total number of recipient-months of assistance.

<sup>3</sup> Administrative expense includes expense for certification to CCC.

<sup>4</sup> Data limited to 9-month period, Oct. 1, 1938-June 30, 1939.

<sup>5</sup> Administrative expense does not include \$8,338 unexpended balance of Federal grants.

<sup>6</sup> Administrative expense includes expense of certification to Works Progress Administration, Civilian Conservation Corps, and Federal Surplus Commodities Corporation.

<sup>7</sup> Data not available on applications disposed of and cases receiving assistance.

<sup>8</sup> Data include applications for and cases receiving assistance under special programs.

<sup>9</sup> First payments under approved plan made for September 1938.

cations. There are sizable differences among the agencies in the proportion of time spent in disposing of applications as compared with the time devoted to maintaining cases under care; these differences are reflected in the ratios of applications disposed of to cases under care (table 5). The higher ratios on the general relief program reflect the more rapid turn-over of the general relief case load and may partially explain the generally higher ratios of administrative expense for this program.

It is clear that administrative expenses have been related to assistance payments and to case loads because of the lack of a more satisfactory common denominator. However, the ultimate test of the reasonableness of these expenses should not be how much they amount to in total or in relation to assistance payments or recipients but rather *how much was spent in relation to value received*. Costs are significant only in relation to performance. Unfortunately, it is difficult to measure the performance of public-assistance agencies.

The problem of measuring comparative costs is therefore closely tied up with the development of measurements of comparative performance. The work units developed by the Division of Public Assistance Research for prorating joint expenses should be valuable as crude measures of performance to which administrative expenses may be related. They are not, however, a final solution to the problem. Quantitative measurements of activity will need to be extended in order to minimize qualitative factors. For example, the classification of interviews according to office and field eliminates qualitative differences resulting from lumping these interviews together; qualitative differences are reduced

further by also grouping office and field interviews into client and collateral interviews and into interviews on applications and on cases under care. Needless to say, qualitative factors will not be fully taken into account in this way, and additional refinements will be necessary. Furthermore, we must look forward to devising in the future units which measure output or end results rather than activities.

Evolving measurements of performance should be a joint responsibility of administrators and statisticians. Actual measurement must be preceded by definition and classification. Public-assistance programs must be defined clearly, they must be delimited from other welfare programs, and their objectives must be stated precisely. The basic functions involved in administering public assistance so as to achieve these objectives must be itemized and classified. Qualitative factors significant in evaluating performance must be identified and expressed in concrete terms.

Control of performance and of costs of administering public assistance is the basic job of the administrator. Actual performance and actual costs will bear a haphazard relation to administrative plans unless administrators recognize the urgent need for (1) thoroughly analyzing the content of the public-assistance job, (2) determining the unit of work for each function involved in performing this job, (3) establishing cost and performance standards for each work unit, and (4) measuring actual performance and costs against planned performance and budgeted costs. Statisticians cannot solve the problems of measurement inherent in these administrative processes until administrators are prepared to participate in the basic process of defining and classifying the public-assistance job.

# INCOME, CHILDREN, AND GAINFUL WORKERS IN URBAN SINGLE-FAMILY HOUSEHOLDS

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IN EARLIER articles dealing with the study of family composition in the United States it was demonstrated that in the sample of families analyzed the larger the number of children per family the less favorable was the income status of the family. On the other hand, the larger the number of gainful workers in the family the more favorable was its income status.<sup>1</sup> The present article explores the variations in the pattern of income distribution among the urban single-family households in this sample with respect to both the number of children and the number of gainful workers per family.<sup>2</sup>

To afford a background for this discussion of income variations with respect to children and workers, the distribution of children and adults in families with and without workers is presented in table 1. In the single-family household sample there were relatively fewer children than adults in families without workers, except for families headed by a woman;<sup>3</sup> these latter included less than 7 percent of all children in the sample population. Three-fourths of all children were in families which had only one worker, about one-

eighth in families with two workers, and less than one-twelfth in families with three or more workers. The fact that 76 percent of the children in single-family households were in families with one worker should not be construed to mean that the economic security of only 76 percent of the children is governed by the earnings of one worker. The urban study of consumer purchases<sup>4</sup> indicates that more than 90 percent of all families derive the major portion of their incomes from the earnings of the principal income producer in the family. This proportion would probably hold for all family types and not merely for husband-and-wife families, the only type included in the income analysis of the study of consumer purchases.

## Variations in Composition of Families at Different Income Levels

The relationship between income of the families studied and their composition in terms of children and gainful workers may be demonstrated in terms of the differences in the proportions of children, workers, and nonworking adults at the various income levels. Chart I shows, for families of specified type and size, the relation between income group and average number of children and of workers per family.<sup>5</sup>

Among families of a given type and size, those at the higher income levels were found to have a larger number of workers than those at the lower levels. Some exceptions were found among families with annual incomes of \$5,000 and over. This is also the income group in which there is a reversal in the general pattern of decreasing proportions of children in families at higher income

\*Bureau of Research and Statistics, Division of Health Studies. [This article, the seventh in a series, is based on findings from the study of family composition in the United States, which utilizes data from schedules of the National Health Survey and is conducted as Work Projects Administration Project Nos. 365-31-3-5, 765-31-3-3, and 65-2-31-44 under the supervision of the Bureau of Research and Statistics. Data are preliminary and subject to revision. For earlier articles, see the *Bulletin* for April, May, September, October, November, and December 1939.

<sup>1</sup>Sanders, Barkev S., "Children and Income in Urban Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 11 (November 1939), pp. 3-10, and "Gainful Workers and Income in Urban Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), pp. 29-36.

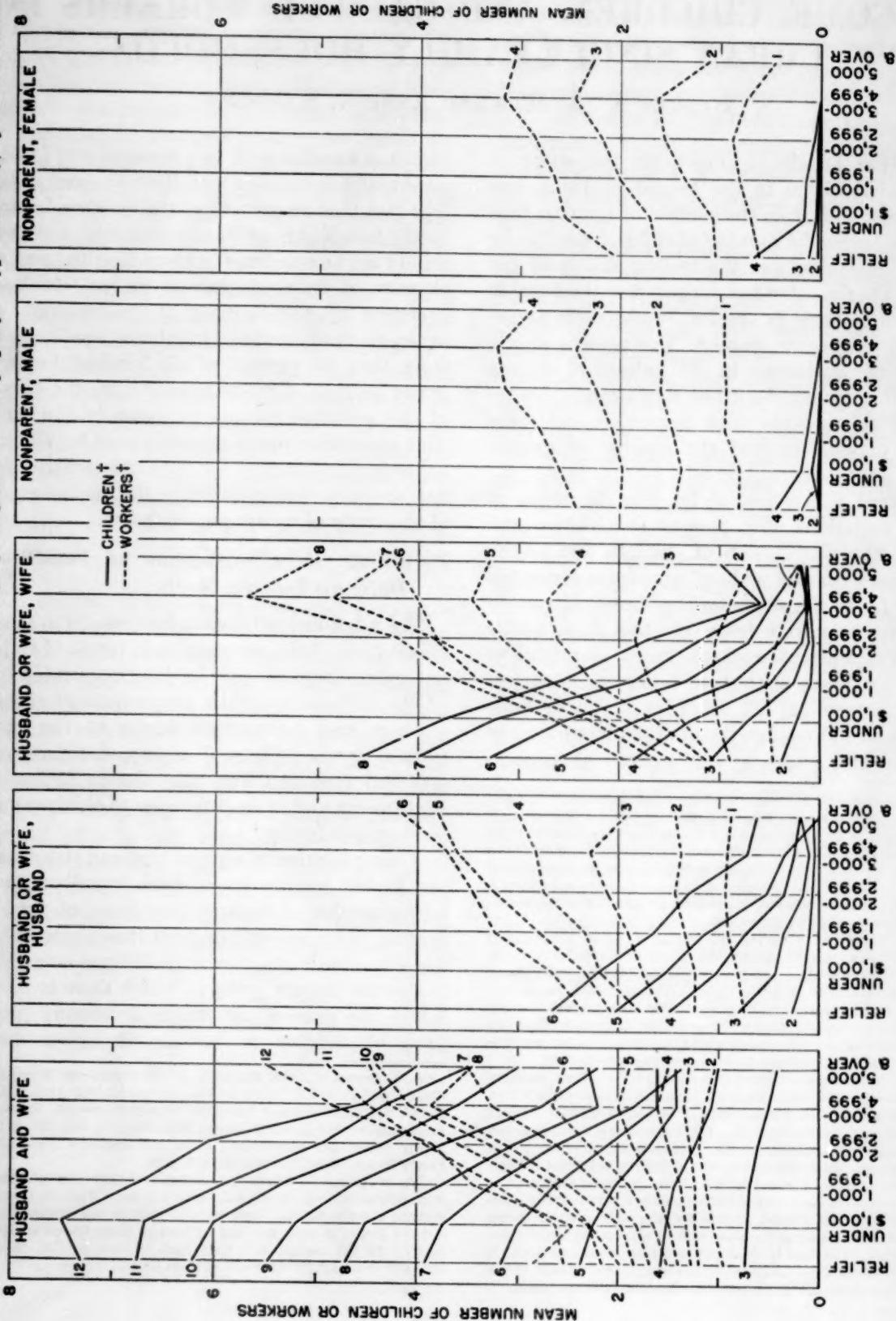
<sup>2</sup>Children include persons who have not attained their sixteenth birthday. Gainful workers include all persons who were reported in regular employment, those on work relief, and those seeking work at the time of the canvass. The term family refers to the bio-legal family, unless otherwise specified.

<sup>3</sup>The families studied are classified by 5 major types, as follows, according to the relationship of the members to the head: (1) *Husband-and-wife families*.—Families with both spouses, with or without unmarried children; (2) *Husband-or-wife families, husband*.—Families with only the male spouse, with or without unmarried children; (3) *Husband-or-wife families, wife*.—Families with only the female spouse, with or without unmarried children; (4) *Nonparent families, male*.—Families without either spouse, with an unmarried male as the head, with or without unmarried sisters and/or brothers; and (5) *Nonparent families, female*.—Families without either spouse, with an unmarried female as the head, with or without unmarried sisters and/or brothers. The head of the family was determined as follows: In husband-and-wife families, the husband was designated as the head; in one-spouse families, the spouse; and in nonparent families, the oldest person.

<sup>4</sup>U. S. Bureau of Labor Statistics, *Family Income and Expenditure in Chicago, 1935-36*; Vol. I, *Family Income*, Bulletin No. 642, April 1938, p. 53; and U. S. Bureau of Home Economics, *Family Income and Expenditures, Pacific Region: Part 1, Family Income*, Misc. Pub. No. 339, 1939, p. 20, and *Family Income and Expenditures, Plains and Mountain Region: Part 1, Family Income*, Misc. Pub. No. 345, 1939, p. 25.

<sup>5</sup>The chart is read as follows: the numbers at the left of the solid lines and at the right of the dotted lines indicate the family size. Thus, among 7-person husband-and-wife families, those on relief have on the average about 3.9 children (from the solid line) and 1.7 workers (from the dotted line) per family. In like manner it is found that, of these families, those with annual incomes of \$2,000-\$2,999 have on the average 2.5 children and 2.5 workers per family.

Chart I.—Mean number of children under 16 and of gainful workers in urban single-family households of specified type and size,<sup>†</sup> by income status



<sup>†</sup>The number on each line (at left for solid lines and at right for broken lines) indicates total size of family.

levels. In husband-and-wife families of larger size the increase in the number of workers per family with rising income level was somewhat sharper than was the decrease in the average number of children per family; in small families the correlation between children and income was more pronounced than that between workers and income. In one-spouse families the inverse correlation between income and number of children was greater than the direct correlation between workers and income. In nonparent families, especially those headed by men, the direct correlation between workers and income was relatively small and did not hold for income groups above \$3,000, while the inverse correlation between income and number of children was more marked than in husband-and-wife families. For almost all types of families the inverse correlation between children and income status was relatively slight in the upper income categories, and in some groups families with incomes of \$3,000-\$4,999 had fewer children

**Table 1.—Number of families, persons, and children under 16 years of age in urban single-family households of specified type, and percentage distribution by number of gainful workers per family**

[Preliminary data subject to revision]

Type of family <sup>1</sup> and number of workers	Families		Persons		Children	
	Number <sup>2</sup>	Percent	Number	Percent	Number	Percent
All types	532,262	100.0	1,735,635	100.0	495,168	100.0
No workers	37,905	7.1	70,256	4.1	15,213	3.1
1 worker	357,125	67.1	1,093,977	63.0	376,346	76.0
2 workers	93,767	17.6	328,775	18.9	62,930	12.7
3 or more workers	43,465	8.2	242,527	14.0	40,679	8.2
Husband and wife	415,155	100.0	1,466,506	100.0	457,331	100.0
No workers	11,940	2.9	29,220	1.9	4,259	.9
1 worker	291,154	70.1	985,776	65.9	358,895	78.5
2 workers	76,932	18.5	277,947	18.6	57,293	12.5
3 or more workers	35,129	8.5	203,563	13.6	36,884	8.1
Husband or wife, husband	20,291	100.0	39,014	100.0	5,123	100.0
No workers	2,593	12.8	3,026	7.8	110	2.1
1 worker	12,984	64.0	18,805	48.2	2,939	57.4
2 workers	2,792	13.7	8,308	21.3	1,135	22.2
3 or more workers	1,922	9.5	8,875	22.7	939	18.3
Husband or wife, wife	67,884	100.0	161,438	100.0	32,430	100.0
No workers	18,155	26.7	31,913	19.8	10,804	33.3
1 worker	33,092	48.8	67,175	41.6	14,435	44.5
2 workers	11,152	16.4	35,836	22.2	4,412	13.6
3 or more workers	5,485	8.1	26,514	16.4	2,779	8.6
Nonparent, male	13,458	100.0	17,048	100.0	122	100.0
No workers	1,681	12.5	1,885	11.1	7	5.7
1 worker	10,252	76.2	10,967	64.3	33	27.1
2 workers	1,111	8.2	2,587	15.2	45	36.9
3 or more workers	414	3.1	1,609	9.4	37	30.3
Nonparent, female	15,474	100.0	21,529	100.0	162	100.0
No workers	3,536	22.9	4,212	19.6	33	20.4
1 worker	9,643	62.3	11,254	52.3	44	27.1
2 workers	1,780	11.5	4,097	19.0	45	27.8
3 or more workers	515	3.3	1,966	9.1	40	24.7

<sup>1</sup> For definitions of types of families, see footnote 3 in text.

<sup>2</sup> Excludes families with unknown number of children and/or workers.

**Table 2.—Mean family size and mean number of children under 16, gainful workers, and nonworking adults in urban single-family households, by family type**

[Preliminary data subject to revision]

Type of family	Mean family size	Mean number per family		
		Children	Gainful workers <sup>1</sup>	Non-working adults <sup>2</sup>
All types	3.26	0.93	1.30	1.03
Husband and wife	3.60	1.10	1.36	1.14
Husband or wife, husband	1.92	.25	1.28	.39
Husband or wife, wife	2.38	.48	1.13	.77
Nonparent, male	1.27	.01	1.05	.21
Nonparent, female	1.39	.01	.98	.40

<sup>1</sup> For definition of gainful workers see footnote 2 in text.

<sup>2</sup> The number of nonworking adults is slightly understated, since the assumption was made that all gainful workers are adults.

per family than those with incomes of \$5,000 and over.

In husband-and-wife families the correlation between the level of the family income and the average number of children or workers was most marked for large families. In one-spouse families, and more so in nonparent families, the inverse correlation between average number of children and the economic status of the family was, on the whole, stronger in the smaller families. In almost all family types the correlation between average number of workers and income level was most marked in the large families. One-spouse and nonparent families headed by a woman showed a much greater tendency than did husband-and-wife families to have a smaller number of workers in families with incomes of \$5,000 and over than in families with incomes of \$3,000-\$4,999. In these families with female heads the average number of workers per family often decreased after the \$2,000-\$2,999 income level.

These relations suggest that a larger proportion of families in the intermediate income groups than in the highest income category had more than one income producer, an inference which is confirmed by an analysis of the number of nonworking adults. The average number of nonworking adults was, in general, greater in the higher income groups.<sup>6</sup> The average size of family and composition of the family in terms of average number of children, workers, and non-

<sup>6</sup> In the analysis of family composition with respect to workers, children, and nonworking adults, it was assumed that all gainful workers are adults, since children constitute a negligible proportion of gainful workers. This method results in a slight understatement of the average number of nonworking adults.

working adults are given for each family type in table 2.

#### *Variations in Income Status With Specific Numbers of Workers and Children*

Chart I indicates the patterns of association between the number of workers and children, and the family income status, in terms of average number of children and workers. Table 3, on the other hand, indicates the interrelationships between family composition and income status for families with specific numbers of workers and children. Percentage distributions of families by income level are given only for husband-and-wife families in single-family households comprising three and four, and five and six persons.

The following discussion presents an analysis of the relationships which were found to exist in the urban single-family household sample surveyed in the winter of 1935-36. The associations described are a qualitative statement of the interrelations in the proportions of children and workers in the family and family income. Thus, the statement that there is an inverse correlation between children and family income indicates that the examination of this cross section of the population showed that families with larger proportions of children were more frequently found in the low income groups. Analysis of this cross section indicated another association; namely, that under certain circumstances a larger number of workers per family is associated with a smaller family income. This statement does not imply, of course, that if the supplementary workers of a given family were to withdraw from the labor market the annual income of the family would increase. Rather, it indicates that the wife or young adult children of families in which the principal wage earner is receiving low wages are, in general, more likely to be in the labor market than those of families in which the earnings of the principal wage earner are relatively high. Such differentials as the time interval between successive births, the number of children born to parents at the various socio-economic levels and the number who survive, the length of time children from different groups are kept at school, and the age at which persons seek work when the family does not require supplementary earnings, account largely if not entirely for the associations illustrated in tables 3 and 4.

The principal relationships between income and family composition in families of three to six persons, illustrated by table 3, may be summarized as follows:

(1) With respect to workers, the most pronounced difference in income status was found between families with no workers and those with one worker. After the first worker the improve-

**Table 3.—Number and percentage distribution of income of urban husband-and-wife single-family households of selected size with specified number of gainful workers and children under 16**

[Preliminary data subject to revision]

Number of workers and children	Number of fami- lies <sup>1</sup>	Income status of family			
		Relief and under \$1,000	\$1,000- 1,999	\$2,000- 2,999	\$3,000 and over
3 and 4-person families					
No workers.....	1,525	67.6	23.6	4.7	4.1
No children.....	567	55.7	31.4	6.2	8.7
1 child.....	589	71.1	20.9	4.4	3.6
2 children.....	369	80.2	15.7	3.0	1.1
1 worker.....	135,983	37.1	46.2	11.9	4.8
No children.....	15,182	31.6	43.7	15.2	9.5
1 child.....	72,616	37.1	46.9	11.7	4.3
2 children.....	48,181	38.9	46.0	11.0	4.1
2 workers.....	37,799	34.7	44.1	14.2	7.0
No children.....	24,718	30.4	45.1	15.9	8.6
1 child.....	10,720	41.4	43.1	11.5	4.0
2 children.....	2,360	49.4	39.4	8.6	2.6
3 workers.....	9,032	27.1	43.4	18.8	10.7
No children.....	8,656	26.4	43.4	19.1	11.1
1 child.....	371	41.7	43.1	12.7	2.5
5 and 6-person families					
No workers.....	523	84.9	11.9	1.5	1.7
2 children.....	81	74.1	19.8	1.2	4.9
3 children.....	261	86.2	10.7	1.9	1.2
4 children.....	152	94.7	5.3	-----	-----
1 worker.....	41,502	46.9	40.1	9.2	3.8
No children.....	234	21.8	38.0	20.1	20.1
1 child.....	1,746	29.0	42.6	16.5	11.9
2 children.....	5,276	37.0	43.4	13.0	8.6
3 children.....	24,327	47.2	41.0	8.7	3.1
4 children.....	9,869	55.4	35.8	6.8	2.0
2 workers.....	11,726	42.5	42.0	10.5	5.0
No children.....	1,016	26.7	44.9	15.7	12.7
1 child.....	3,551	33.7	46.3	13.4	6.6
2 children.....	4,536	44.0	41.9	10.2	3.9
3 children.....	2,282	56.8	35.8	5.4	2.0
4 children.....	341	65.1	29.1	3.5	2.3
3 workers.....	8,983	33.1	44.1	15.6	7.2
No children.....	2,894	26.4	43.9	19.1	10.6
1 child.....	4,290	32.7	45.5	15.4	6.4
2 children.....	1,696	44.4	41.0	10.8	3.8
3 children.....	101	57.5	37.6	4.9	-----
4 workers.....	4,492	24.3	42.2	20.2	13.3
No children.....	3,222	21.9	41.3	21.5	15.3
1 child.....	1,203	29.5	44.9	17.4	8.2
2 children.....	65	47.7	41.6	9.2	1.5
w workers.....	784	18.8	41.3	23.2	16.7
No children.....	737	17.4	40.8	24.3	17.5
1 child.....	46	41.3	47.8	6.5	4.4

<sup>1</sup> Excludes families in which one or more of the following factors are unknown: income, number of workers, and number of children.

ment in income status with each additional worker was less marked.

(2) The inverse correlation between number of children and amount of family income seemed to be such that, although the greatest decrease was often found between families without children and those with one child, in general the drop in income was greater with each added child after the first.

(3) The inverse correlation between number of children and family income was strongest in families with no workers or with a large proportion of workers.

(4) The difference in income status between families with one worker and families without workers was greatest in those with many children.

The percentage distributions with respect to income of three-four and five-six person families of specified child-size and worker-size were examined to determine the variations in representation of families in a specified income category as the child-size and worker-size of the family were varied. The following patterns were observed:

(1) The percentage of families on relief or with incomes of less than \$1,000 increased fairly regularly with increasing number of children. The rate of increase was greatest for families with no workers; it usually was least in families with one worker and tended to become more pronounced as the proportion of workers in the family increased. Families with one worker and with children were present relatively less often in this income group; the proportion of families with two workers was higher than the proportion of families with one worker. No consistent relationship was apparent for families with more than two workers.

(2) In the income group \$1,000-\$1,999 the rate of decrease in the proportion of families as the number of children increased was most marked in families without workers. Among families with workers the changes in relative proportions were small. The greatest difference in the percentages in this category occurred when families without workers and families with one worker were compared. The difference between

**Table 4.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of children under 16, by number of gainful workers**

Size of family and number of workers	Number of children									
	None		1		2		3		4	
	Number of families	Mean income								
Nonrelief families										
4-person families:										
No workers	38	\$1,748	83	\$1,855	181	\$1,092				
1 worker	2,197	2,328	6,622	1,964	40,217	1,578				
2 workers	5,595	2,000	5,002	1,623	1,974	1,305				
3 workers	6,820	2,098	316	1,436						
4 workers	249	1,846								
Relief and nonrelief families										
4-person families:										
No workers	54	\$1,464	122	\$1,515	369	\$938				
1 worker	2,425	2,183	7,550	1,820	48,176	1,445				
2 workers	6,213	1,880	5,897	1,497	2,360	1,221				
3 workers	7,547	1,972	366	1,345						
4 workers	272	1,737								
Nonrelief families										
5-person families:										
1 worker	96	\$2,343	164	\$2,490	751	\$1,822	1,627	\$1,627	6,649	\$1,390
2 workers	332	2,324	457	1,867	1,297	1,628	917	1,399	249	1,211
3 workers	332	2,324	1,102	1,594	1,183	1,567	74	1,127		
4 workers	769	2,583	889	1,921	48	1,398				
5 workers	622	2,637								
Relief and nonrelief families										
6-person families:										
1 worker	109	\$2,153	190	\$2,267	903	\$1,660	2,138	\$1,444	9,869	\$1,217
2 workers	374	2,160	541	1,711	1,678	1,454	1,388	1,216	341	1,116
3 workers	846	2,426	1,319	1,724	1,507	1,401	97	1,064		
4 workers	671	2,507	1,044	1,763	62	1,277				
5 workers										

the proportions of one and two-worker families or of two and three-worker families in this income group were slight but were relatively more pronounced among families with many children.

(3) An inverse correlation was found between the proportion of families in the income group \$2,000-\$2,999 and the number of children in the family. The inverse relation was clearest for families without workers. Among families with workers the inverse relation between the proportion of families in this income group and the number of children in the family became intensified as the child-size of the family increased. When the number of children in the family was held constant, a direct correlation was noted between the number of workers per family and the proportion of families in this income group. The relation was most pronounced for families with no workers and families with one worker. Beyond the one-worker families the correlation was not consistently direct for all combinations of number of persons per family and child-size of family.

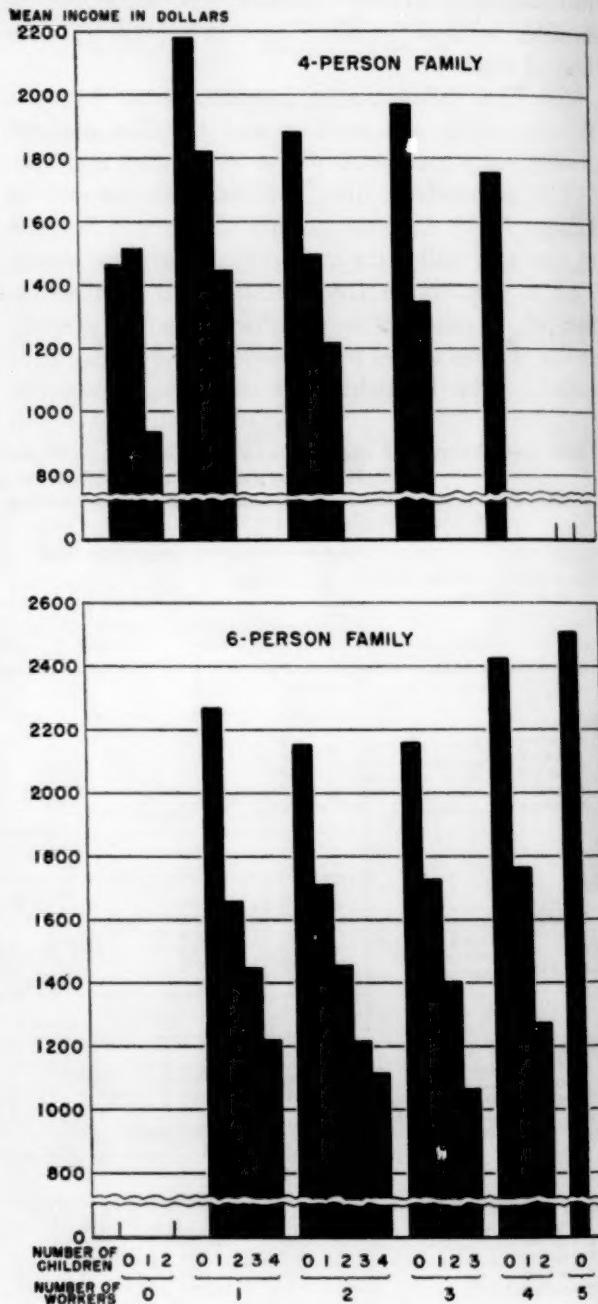
(4) There was a marked decrease in the proportion of families in the highest income groups the larger the number of children in the family; the most marked decrease was noted among families without workers. Irrespective of the number of children in the family, the greatest increase in the proportion of families in this income group was noted between families with one worker and those with two. However, when the number of children per family was introduced as a factor, the proportions in this income group decreased after the first worker.

The indicated relationships probably arise from the large difference between average annual earnings of the principal income producer in a one-worker family and those of the principal income producer of a family with several workers. It is reasonable to suppose that the latter's earnings are so small, probably because of his occupation or the uncertainty of his employment or both, that even when his income is supplemented by earnings of other workers the total family income is less than that of a family with one worker.

In general, it was found that families with a specified number of children had a consistently better status than families with one more child. The most extreme differences in income status as between families with one child and families with one more child were observed, on the one hand,

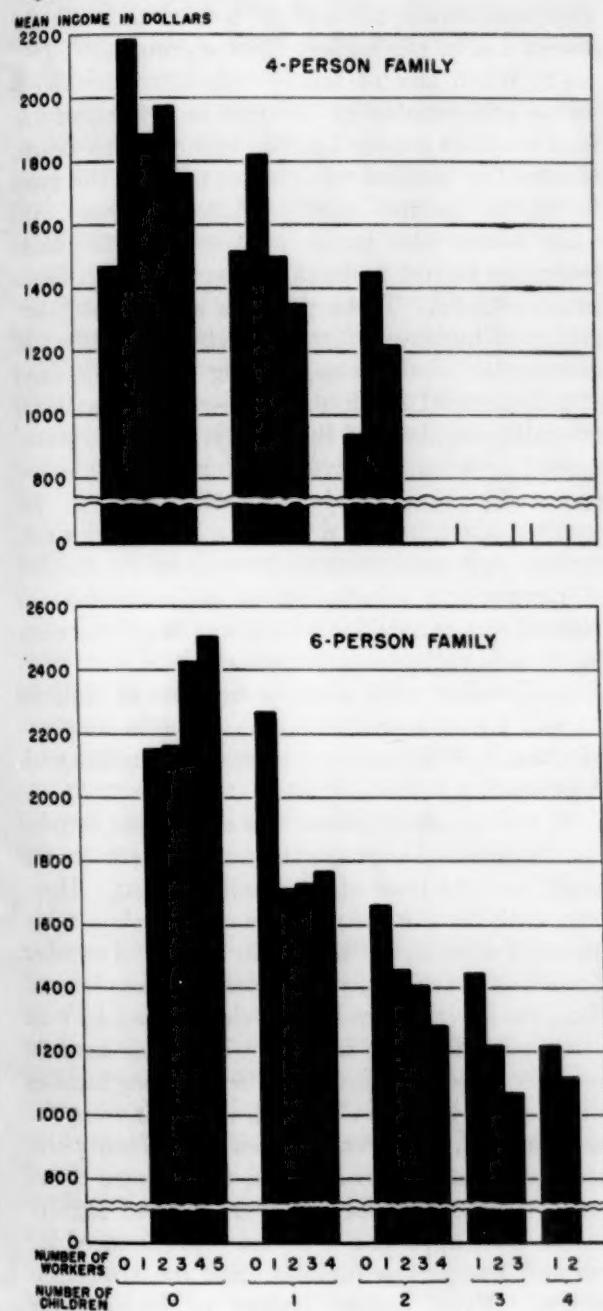
between families with one child and those with none, and, on the other, between families in which the number of children approaches the total family size and families with one less child. With respect to workers, the relationship is less consistent. The difference in income status as be-

**Chart II.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of children under 16, by number of gainful workers**



tween families of a particular worker-size and families of the same size but with one more worker was most pronounced in comparing families without workers and those with one worker. Families with a large number of workers had the smallest representation in the relief categories and

**Chart III.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of gainful workers, by number of children under 16**



the largest in the intermediate income groups. Families with one worker had, in general, the largest proportion in the highest income groups.

The interrelationships among the three variables—number of workers, number of children, and income—are presented in table 4, in terms of average income of families. Estimated mean incomes of four and six-person husband-and-wife families are shown separately for all and for non-relief families. The method used in estimating the mean income of relief families was described in the third article of this series.<sup>7</sup> A comparison of the estimated income for relief families of different sizes with a recent study of income of relief families in Rhode Island<sup>8</sup> tends to confirm these estimates, insofar as the relation between family size and income is concerned.

Both for all families and for nonrelief families, a progressive decrease in estimated average income was found with increasing number of children in the family except for four-person families without workers, in which those with one child had a higher mean income than those with no children. Among the nonrelief families there was a definite tendency for the inverse correlation between number of children and family income to become intensified among families with many gainful workers (see chart II). This tendency was somewhat less pronounced in relief and nonrelief families combined than in nonrelief families only.

With respect to number of workers, the lowest incomes—for each family size—were found in families with no workers, and the highest incomes in those with only one worker. Among families with children, the estimated mean income generally decreased with the addition of each worker after the first. The relative drop in estimated mean income was greatest between families with so many workers that either the mother or children under 16 or a child was in the labor market, and families of the same size and number of children but with one less gainful worker (see chart III).

The apparent differences between tables 3 and 4 may be attributed to the fact that the criteria

<sup>7</sup> Sanders, Barkev S., and Kantor, Anne G., "Income of Urban Families and Individuals in Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 9 (September 1939), pp. 27-28. In the estimate given in table 4 of the present article, it is assumed that the income for relief families varies only with respect to size and not with the composition of the family. On this basis the average income of 4-person families reporting relief was assumed to be \$790, and that of 6-person families \$800.

<sup>8</sup> Myers, Dorothy W., *One Family in Five*. Providence Council of Social Agencies, 1939, p. 34, table XA.

used in evaluating "favorable" income in table 3 are qualitative. In table 4 the criterion is a quantitative estimate of the net result of various socio-economic forces expressed in terms of mean income. Differing proportions of workers and of children in families of the same size may result in different treatment with respect to relief. There is an indication that, even though the income of a family is low enough to warrant aid, the presence of a large number of gainful workers is prejudicial to a family's receiving relief. The reverse may often be true in families with a large number of children. The highest income group contains relatively few families in which most of the members are gainful workers, especially among families with children. It seems clear that in families with children the presence of secondary wage earners commonly is the result of inadequate earnings on the part of the primary wage earner. It would also seem that the earning opportunities of workers from a family in which the father's income is inadequate also lie in the low-paid field.

#### ***Family Income in Relation to Age of Head***

The inverse relationship between number of gainful workers and family income for families of specified size and number of children persisted when the age of the family head was taken into consideration. In the previous articles on family income in relation to number of children and number of workers, it was shown that the age of the family head was one of the significant variables. Indexes were constructed of the relative income distributions of families of specified type, size, number of children, and number of workers, segregated according to age of family head, using as a base the proportion of all single-family households in each income group. From these indexes the following relationships were found for husband-and-wife families:

(1) In general, the income status of the family tended to be progressively higher with each age group up to age 54, and in some instances up to age 64. There were, however, patterns of variations which reflect not merely differential birth rates of families in the various socio-economic levels but also differential timing of births. For instance, in families without children the improvement in income status continued at least through age 59 and for some family sizes through age 64, while in families with a relatively large propor-

tion of children the improvement in economic status of families often continued only to age 44. There was thus some tendency in larger families for the direct correlation between age of head and income status of the family to be reversed in an earlier age group in families with children. There was a general tendency for families with heads in the intermediate age groups, especially those with a large number of workers, to be in the intermediate and high income categories, while families with aged heads more often tended to be in the lowest and in the highest income groups.

(2) When size of family was introduced as a factor and number of children and workers was held constant among families with younger heads, the smaller families were found to have the more favorable income status. Among those with older heads, the larger families had the more favorable status, at least for families with heads in ages 45-59. These patterns reflect the interaction of numerous factors, such as the effect of differential birth rates, timing of births, and employment of maximum or less than maximum available members of the family. Income status tended to be more favorable for larger families, except for those without workers. Since the number of workers and children was held fixed, variations in size meant an increase in the number of nonworking adults, which accounts for the slight direct correlation which was found between family size and economic status.

(3) Families with a larger number of children showed a progressively less favorable income distribution. This was most marked in families with older heads.

(4) On the whole, there was an inverse correlation between the proportion of workers in the family and the level of the family income. However, variations in the patterns of this relationship appeared when age of the family head and number of children in the family were introduced as factors. Thus, the inverse correlation held for families with younger heads. For families with heads aged 60 and over the correlation was direct among families without children and tended to be inverse for families with children. When the family-size factor was taken into account, the inverse correlation between number of workers and family-income level appeared to be more pronounced for four and five-person families than for six-person families. Even among groups of families for

which the correlation between workers and income was direct, families with many workers were relatively rare in the highest income group.

In one-spouse families with the husband as the head, the observations were scanty, but on the whole they conformed to the general pattern, except that the inverse correlation between children and income was more pronounced and the correlation between workers and income less pronounced than in husband-and-wife families.

In one-spouse families with the wife as the head, the patterns are somewhat different from those in husband-and-wife families:

(1) The most favorable income status was found for families with aged heads.

(2) Economically the most favored families were those without workers. Some of these families were probably headed by widows whose incomes were assured before the death of their late husbands. Families with one worker had the least favorable economic status, and in those with a high proportion of workers the economic status tended to be better. The economic status of families without workers was at least as favorable as that of husband-and-wife families of comparable size without workers.

(3) With increasing family size, the relative proportions of families on relief and in the highest income groups tended to increase.

(4) There was some indication of an inverse correlation between income and number of children for the age groups in which there were sufficient observations to justify generalizations.

A positive relation between number of workers and income was evident for nonparent families without children. The number of families with children was too small to warrant conclusions.

#### Summary

The statistical relationships found in the present analysis of the sample of urban single-family households are:

(1) The correlation between aggregate family income and children was inverse for families of all sizes—more so for families of larger size—while the correlation between family size and number of workers was direct, especially in husband-and-wife families of six or more members. There was also an indication that with improved economic status the number of nonworking adults was larger.

(2) The presence or absence of one worker was

the most important factor in determining the income status of the family. Among one-spouse families with a woman as head, those without workers had the most favorable income status and those with one worker the least favorable; the reverse was true, with some slight variations, for all other family types.

(3) In general, the correlation between income status and number of children was inverse; the intensity of this relation appeared to be greater in families without workers and greatest in those with a high proportion of workers.

(4) Larger families tended to have a more favorable income status, except for those with a high proportion of children. In large families the direct correlation between workers and income was stronger than the inverse correlation between children and income, but in small families the reverse was true.

(5) In families of specified size and number of children there was no consistent direct correlation between number of workers and income. In husband-and-wife families with workers, the net correlation between number of workers and income for specified size of family and number of children was, on the whole, inverse. The inverse correlation between income status of the family and number of children was not changed when the number of workers per family was held constant. The intensity of the correlation was greatest, however, in families with a high proportion of workers and in those with no workers.

(6) In one-spouse families with workers and with a woman as head, there was, in general, a direct correlation between income and number of workers when size of family and number of children were held constant.

(7) The main correlations for worker-size, child-size, and income were not greatly affected when age of family head was introduced as a factor, although there were certain variations that are of sociological significance.

(8) In general, families headed by older persons had a more favorable income status than those with younger heads. This relation held through age 54, and sometimes through age 64.

The most conspicuous finding from this analysis has been that the direct correlation demonstrated earlier between family income and number of workers disappears entirely or in fact becomes reversed when number of children per family is

introduced as a factor. However, the inverse correlation between children and income persists for each worker-size. It would seem, therefore, that the correlation between children and income is the stronger factor. Moreover, the correlation between workers and income, ignoring the number of children, is in effect a description of what takes place when children are replaced by workers. That is, for families of a given size the greater the proportion of workers in the family the smaller the possible proportion of children in it, and consequently the greater the likelihood of a favorable income distribution.

The apparent anomaly of an inverse correlation between proportion of workers in the family and family-income status has at least a threefold explanation:

(1) The definition of gainful worker used here

includes not only persons actually occupied but also those who are seeking work, many of whom are only nominally in the labor market. The correlation between income and gainful workers will be explored further in future articles, with respect to such factors as employment status and occupation of the worker.

(2) There are wide variations in the earning power of workers in different occupational groups.

(3) Families with low incomes tend to have a larger proportion of their members in the labor market than do families with higher incomes. This would suggest that insufficient income of the chief breadwinner is one of the important factors which determine the number of workers per family and that the earnings of the secondary workers in these families also tend to be relatively small.

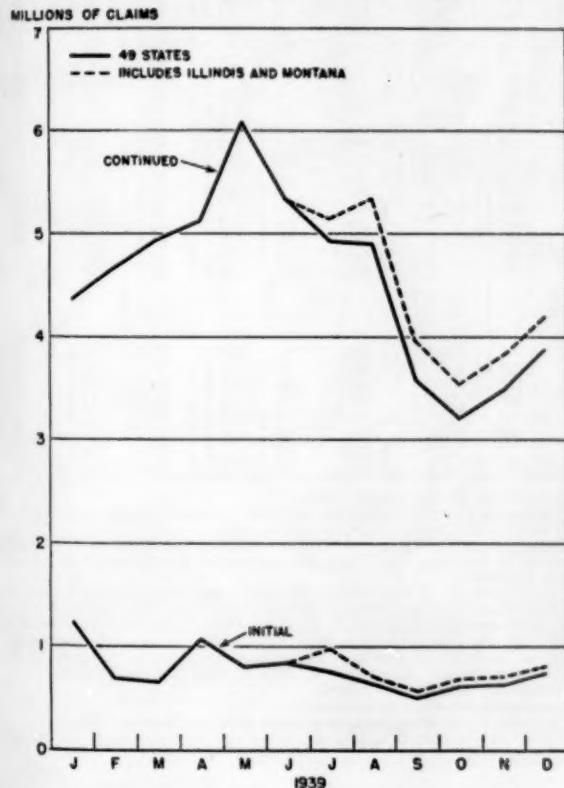
# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY · RESEARCH AND STATISTICS DIVISION

## Review of the Month

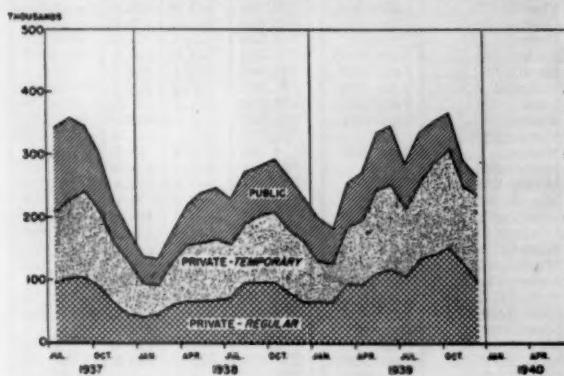
As employment opportunities continued to decrease during December, claim receipts increased for the third consecutive month, and the amount of benefit payments increased for the second consecutive month. Despite a decrease in private placements, which usually occurs in December, the volume of such placements was the highest December total on record. Nearly \$30.5 million, an increase of 7.4 percent over the amount disbursed in November, was paid to unemployed workers. The most marked percentage increases in payments occurred in Alaska, Idaho, Minnesota, South Dakota, and Wyoming, although the absolute increases in amounts paid in some of the more highly industrialized States were chiefly responsible for the increase in the country as a whole. Only nine States reported lower amounts of benefits than in the previous month; the declines in eight were about 10 percent or less.

Chart I.—Number of initial and continued claims received in local offices, January—December 1939



With continued curtailment of operations in industries which usually reduce employment at this time of the year, the volume of initial claims received in local offices rose 17 percent to a level of 820,000, the highest monthly total since July 1939. Increases were widespread and amounted to 50 percent or more in Idaho, New Jersey, North Carolina, Oregon, Pennsylvania, Vermont, Wisconsin, and Wyoming. Four other States reported increases of between 40 and 50 percent. In 7 of the 12 jurisdictions reporting reductions,

Chart II.—Public and private placements of public employment offices, July 1937—December 1939



the decreases were less than 10 percent. Continued claim receipts expanded 10 percent to 4.2 million, the highest level since August 1939. The largest increases were reported by Idaho, Iowa, Minnesota, Nebraska, South Dakota, and Wyoming. Only nine States showed decreases in the volume of continued claims; the largest decrease—70 percent—was in Hawaii.

Reports from the State employment security agencies indicated that the increases in the number of claims were mainly attributable to claims filed by workers in anticipation of the beginning of a new benefit year and also by workers who were formerly employed in industries which usually reduce employment during the winter months. The six New England States indicated that employment decreases had occurred in textile manufacturing, and also in lumber, shoe manufacturing, and other industries. In the Middle Atlantic area, New Jersey attributed its increase to the filing of new claims in anticipation

**Table 1.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of Dec. 31, 1939**

[Data reported by State agencies,<sup>1</sup> corrected to Jan. 17, 1940]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of Dec. 31, 1939			Collections and interest <sup>4</sup>			Benefits charged			Ratio (percent) of—			
					Cumulative through Dec. 31, 1939		Collections January-December 1939	Cumulative through Dec. 31, 1939 <sup>5</sup>	January-December 1939 <sup>6</sup>	December 1939	1939 benefits to collections	Benefits to collections since first payable	Total benefits to cumulative collections and interest	
		Amount <sup>1</sup>	Percentage change from Nov. 30, 1939	Index <sup>2</sup>	Collections and interest <sup>3</sup>	Collections <sup>3</sup>	Amount	Percentage change from November	Index <sup>2</sup>	Amount	Percentage change from November	Amount	Index <sup>2</sup>	
Total		\$1,537,797	-0.7	159.7	\$2,363,629	\$2,301,445	\$824,876	\$825,233	\$429,298	\$31,591	+12.0	754.4	64.8	34.9
States collecting quarterly:														
Alabama <sup>7</sup>	Jan. 1938	11,849	-1.4	134.1	24,262	23,735	8,497	12,413	4,285	285	+8.4	50.4	82.7	51.2
Alaska	Jan. 1939	1,104	-9	124.7	1,454	1,420	547	350	350	34	+61.9	64.0	64.0	24.1
Arizona	Jan. 1938	2,626	-3.2	130.4	6,048	5,929	2,154	3,422	1,519	113	+8.7	70.5	86.9	56.6
Arkansas	Jan. 1939	7,077	-9	133.3	8,563	8,648	3,434	1,816	1,816	128	+13.3	52.9	52.9	20.4
California <sup>8</sup>	Jan. 1938	149,561	-1.7	222.7 <sub>1</sub>	211,823	205,819	77,326	62,262	38,546	3,612	-4.0	49.8	44.6	26.4
Colorado	Jan. 1939	10,760	-1.2	120.3 <sub>2</sub>	14,225	13,765	5,040	3,465	3,465	235	+28.2	68.8	68.8	24.4
Connecticut	Jan. 1938	27,771	-2	(10)	45,750	44,681	16,684	17,380	5,126	284	+8.8	30.7	58.8	38.0
Delaware	Jan. 1939	5,710	(10)	145.8	6,421	6,240	2,388	711	711	47	+6.8	29.8	54.0	11.1
Florida	do	13,149	-1.2	133.2	16,652	16,195	6,486	3,503	3,503	290	-13.9	54.0	54.0	21.0
Georgia	do	20,712	+3	133.6	23,950	23,271	8,019	3,238	3,238	255	+7.6	40.4	40.4	13.5
Hawaii	do	4,914	+7	161.2	5,200	5,052	1,851	286	286	41	-2.4	15.5	15.5	8.5
Idaho	Sept. 1938	3,084	-1.8	102.6	5,643	5,493	2,001	2,559	2,193	94	+70.9	109.6	109.6	45.3
Illinois	July 1939	173,044	-1.1	112.2	189,827	184,341	68,132	16,783	16,783	3,122	+3.2	49.9	49.9	8.8
Indiana	Apr. 1938	34,227	+2	126.3	60,752	59,080	20,900	26,525	10,217	568	-7.8	48.9	81.6	43.7
Iowa	July 1938	14,705	-7	147.6	22,514	21,920	8,187	7,809	5,224	244	+37.1	63.8	64.4	34.7
Kansas	Jan. 1939	13,627	-4	133.8	15,915	15,435	5,441	2,288	2,288	146	+19.7	42.1	42.1	14.4
Kentucky <sup>9</sup>	do	25,711	(11)	185.8	30,574	29,605	11,095	4,863	4,863	190	-9.5	43.8	43.8	15.9
Maine	Jan. 1938	3,588	-5.8	95.5	11,151	10,973	4,094	7,563	3,027	247	+30.7	73.9	104.2	67.8
Maryland	do	15,926	-1.4	175.8	31,817	31,224	12,108	15,891	5,747	356	+9.5	47.5	71.4	49.9
Massachusetts	do	71,371	-1.6	170.8	118,120	114,955	37,766	46,749	19,651	1,720	+16.8	52.0	63.4	39.6
Michigan	July 1938	46,807	-2.5	74.0	123,824	121,189	45,157	77,017	37,114	1,576	-16.8	82.2	130.8	62.2
Minnesota	Jan. 1938	23,272	-1.5	195.2	39,031	38,153	14,285	15,759	7,508	548	+61.7	53.2	59.8	40.4
Mississippi	Apr. 1938	4,197	-1.5	143.9	7,055	6,870	2,208	2,858	1,444	117	+31.5	65.4	71.4	40.5
Missouri	Jan. 1939	49,183	-3	144.5	54,644	53,092	19,567	5,461	5,461	497	+1	27.9	27.9	10.0
Montana	July 1939	6,898	-2.0	110.8	7,663	7,437	2,746	765	765	201	+20.5	56.2	56.2	10.0
Nebraska	Jan. 1939	9,903	-3	139.8	11,207	10,889	3,919	1,304	1,304	106	+39.5	33.3	33.3	11.6
Nevada	do	1,700	-3.8	111.3	2,515	2,447	947	815	815	86	+24.6	86.1	86.1	32.4
New Hampshire	Jan. 1938	5,763	(11)	135.7	10,044	9,782	2,846	4,281	1,549	161	+16.7	54.4	76.5	42.6
New Jersey <sup>10</sup>	Jan. 1939	99,547	+1	149.3	114,453	110,970	45,764	14,906	14,906	926	+7.7	32.6	32.6	13.0
New Mexico	Dec. 1938	2,739	-2.1	111.4	3,974	3,851	1,429	1,235	1,235	88	+6.0	85.8	85.8	31.1
New York	Jan. 1938	178,974	-2.2	182.0	346,324	338,233	116,235	167,350	80,019	5,573	+11.1	68.8	69.3	48.3
Ohio	Jan. 1939	132,487	-1.1	135.4	156,149	151,000	55,427	23,662	23,662	2,519	+108.0	42.7	42.7	15.3
Oklahoma	Dec. 1938	14,878	-1.1	117.7	19,190	18,542	5,587	4,312	4,241	277	+5.3	75.9	70.2	22.5
Pennsylvania	Jan. 1938	7,856	-1.9	134.2	17,825	17,445	5,670	9,969	4,053	255	+23.2	71.5	85.3	55.9
Rhode Island <sup>11</sup>	do	96,538	-1.3	136.9	222,686	218,182	78,587	126,148	54,602	2,627	+12.7	69.5	84.9	56.6
South Carolina	do	9,581	-3.1	120.7	24,620	24,164	8,171	15,039	5,746	404	+32.0	70.3	92.0	61.1
South Dakota	July 1938	9,783	-7	156.1	12,522	12,101	3,849	2,739	2,739	149	+2.1	55.7	46.0	21.9
Tennessee	Jan. 1938	2,766	-1	139.9	3,160	3,055	1,126	394	394	25	+56.2	35.0	35.0	12.5
Utah	do	3,300	-2.0	128.9	7,456	7,307	2,687	4,156	1,694	109	+22.5	52.6	69.3	45.3
Virginia	do	17,207	-8	205.7	27,331	26,665	10,099	10,124	4,488	261	+14.0	44.4	55.0	37.0
Washington	Jan. 1939	22,172	-1.9	117.4	28,318	27,500	8,936	6,146	6,146	599	+35.2	68.8	68.8	21.7
Wyoming	do	2,704	-2.4	112.6	3,858	3,755	1,396	1,154	1,154	92	+60.8	82.7	82.7	29.9
States collecting monthly:														
District of Columbia	Jan. 1938	16,450	+3.2	279.1	19,546	18,916	6,763	3,006	1,423	103	+13.2	21.0	23.6	15.8
Louisiana	do	17,020	+3.7	222.4	26,961	26,284	9,808	9,941	5,934	338	-9	60.5	53.1	36.9
North Carolina	do	18,290	+5.3	194.3	30,901	30,217	11,147	12,611	4,395	199	+11.8	39.4	60.3	40.8
North Dakota	Jan. 1939	2,390	+2.1	126.0	2,935	2,852	987	545	545	34	-8.1	55.2	55.2	18.6
Texas	Jan. 1938	45,587	+3.0	230.8	65,638	63,802	22,567	20,051	10,707	869	+18.4	47.4	45.3	30.5
Vermont	do	3,051	+3.8	216.1	4,447	4,336	1,526	1,396	574	40	+14.3	37.6	47.5	31.4
West Virginia	do	13,194	+6.5	129.4	29,472	28,995	9,974	16,278	4,213	152	-7.3	42.2	86.1	55.2
Wisconsin	July 1938	50,081	+3.9	165.4	65,203	62,481	14,620	15,122	3,567	295	+34.7	24.4	42.0	23.2

<sup>1</sup> Except interest earned on funds in State accounts in the unemployment trust fund which is credited and reported by the U. S. Treasury in last month of each quarter.

<sup>2</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

<sup>3</sup> For all States except Wisconsin, Index is based on funds available for benefits as of end of month prior to that in which benefits were first payable; Wisconsin index is based on funds available as of Dec. 31, 1937.

<sup>4</sup> Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia and Michigan where rate is 3 percent. In New York, rate is 3 percent for employers covered by State law but not covered by Federal law; those employers covered by Federal law pay 2.7 percent.

<sup>5</sup> Includes refund of \$40,561,886 by Federal Government to 13 States, Alaska, and Hawaii collected on pay rolls for year 1936 under title IX of the Social Security Act.

<sup>6</sup> Under provision of the Connecticut law, administrative grants equal to the preliminary and "liquidating" amount to be transferred to the railroad unemployment insurance account are to be withheld by the Social Security Board, and the State is permitted to withdraw from unemployment compensation funds the amount necessary for administrative purposes up to the amount so withheld. As of Dec. 31, 1939, \$598,524 had been withheld.

<sup>7</sup> Decrease of less than 0.1 percent.

<sup>8</sup> Increase of less than 0.1 percent.

<sup>9</sup> Includes \$2,147,000 in benefits charged prior to January 1938.

<sup>10</sup> Computed on basis of collections and benefits charged since Jan. 1, 1938.

of the benefit year beginning in January, as well as to lay-offs following the holidays, while Pennsylvania indicated that a general shut-down in the anthracite mines largely contributed to its increase. A number of States in the South Atlantic region reported reductions of employment in a diversified group of industries: Delaware in the leather and

apparel industries; Virginia in the leather and apparel industries and in lumber, food manufacturing, construction, and cigar manufacturing;

**Table 2.—Contributions deposited in State clearing accounts, by States, January—December 1939 and December 1939**

[Data reported by State agencies, corrected to Jan. 17, 1940]

State	Contributions deposited:	
	January—December <sup>1</sup>	December
Total	\$824,878,912	\$11,625,171
States collecting quarterly, total	747,486,667	4,330,852
Alabama	8,406,963	43,056
Alaska	547,110	17,326
Arizona	2,154,281	10,624
Arkansas	3,434,175	22,800
California	77,325,663	208,507
Colorado	5,040,229	33,469
Connecticut	16,684,275	54,340
Delaware	2,388,483	13,043
Florida	6,486,192	81,367
Georgia <sup>2</sup>	8,019,128	208,418
Hawaii <sup>3</sup>	1,851,178	47,036
Idaho	2,000,828	19,440
Illinois	68,132,119	178,844
Indiana <sup>4</sup>	20,899,781	449,087
Iowa	8,180,954	57,912
Kansas	5,441,380	15,104
Kentucky	11,094,750	43,420
Maine	4,093,569	9,065
Maryland	12,108,362	38,220
Massachusetts	37,765,620	150,172
Michigan	45,156,850	97,597
Minnesota	14,285,106	56,400
Mississippi	2,208,494	28,931
Missouri	19,566,833	67,039
Montana	2,746,230	18,722
Nebraska	8,919,240	14,058
Nevada	946,981	7,457
New Hampshire	2,846,207	129,825
New Jersey <sup>5</sup>	45,764,448	415,217
New Mexico	1,428,706	12,383
New York	116,235,415	532,043
Ohio	55,426,883	244,429
Oklahoma	5,587,415	25,942
Oregon	5,670,039	56,328
Pennsylvania	78,587,088	767,731
Rhode Island <sup>6</sup>	8,170,850	42,485
South Carolina	3,848,949	24,549
South Dakota	1,125,629	4,048
Tennessee	8,696,230	20,692
Utah	2,686,676	20,572
Virginia	10,008,844	23,568
Washington	8,936,249	40,909
Wyoming	1,396,175	8,697
States collecting monthly, total	77,392,245	7,205,310
District of Columbia	6,763,152	508,413
Louisiana	9,808,199	855,777
North Carolina	11,146,955	1,025,447
North Dakota	986,987	70,408
Texas	22,567,151	1,938,028
Vermont	1,525,807	134,887
West Virginia	9,974,176	887,615
Wisconsin	14,619,728	1,874,654

<sup>1</sup> Includes contributions plus such penalties and interest collected from employers as are available for benefit payments.

<sup>2</sup> Adjusted for refunds of contributions and for dishonored contribution checks.

<sup>3</sup> Some contributions collected on monthly basis.

**Table 3.—Number of individuals receiving benefits during week ended Dec. 16, and number of new claims authorized and of claimants exhausting wage credits during December 1939, by States**

[Data reported by State agencies, corrected to Jan. 26, 1940]

State	Individuals receiving benefits during week ended Dec. 16		New claims authorized during December <sup>1</sup>	Claimants exhausting wage credits during December
	Number	Percentage change from week ended Nov. 18		
Total	658,295	+3.3	309,474	191,013
Alabama	9,886	+13.2	3,005	1,205
Alaska	473	+34.0	226	90
Arizona	2,203	-11.2	1,030	744
Arkansas	4,787	+22.9	2,867	971
California	77,305	+5.0	35,443	17,882
Colorado	5,081	+18.4	1,902	1,140
Connecticut	6,274	+4.1	4,842	1,985
Delaware	1,302	+12.3	725	466
District of Columbia	2,849	+7.6	1,220	1,496
Florida	6,995	-25.7	3,310	3,420
Georgia	8,141	+5.7	3,758	2,726
Hawaii	1,177	+6.3	528	263
Idaho	1,343	+45.3	931	582
Illinois	55,228	+3.2	28,103	13,270
Indiana	12,651	-7.8	5,561	2,760
Iowa	5,830	+35.1	4,097	2,092
Kansas	3,979	+6.8	2,041	1,333
Kentucky	4,594	-5.4	2,042	1,515
Louisiana	10,086	+12.4	3,853	2,573
Maine	8,478	+33.8	3,956	3,215
Maryland	9,100	+16.7	3,016	2,142
Massachusetts	33,502	+1	19,932	18,558
Michigan	30,644	-9.5	8,949	5,254
Minnesota	11,020	+44.8	3,494	2,218
Mississippi	4,826	+25.3	2,751	1,135
Missouri	13,120	+5.9	4,897	4,653
Montana	3,955	+9.0	2,201	489
Nebraska	2,458	+34.3	1,176	765
Nevada	1,482	+13.0	635	314
New Hampshire	5,077	+13.3	2,262	1,001
New Jersey	18,935	-13.8	11,720	7,328
New Mexico	2,127	+18.8	666	469
New York	113,478	-5.4	43,635	28,732
North Carolina	8,630	+7.3	4,505	3,435
North Dakota	766	+23.7	343	198
Ohio	25,670	+9	12,075	5,386
Oklahoma	6,540	+3.6	3,507	2,710
Oregon	4,391	+7.8	2,506	2,502
Pennsylvania	62,356	+8.6	21,421	18,641
Rhode Island	9,114	+21.2	5,844	4,404
South Carolina	5,668	+12.5	2,243	920
South Dakota	632	+10.4	305	197
Tennessee	10,798	-2.9	3,958	2,346
Texas	13,517	+9.8	12,524	7,333
Utah	2,332	+20.0	1,383	666
Vermont	1,062	-3.1	471	299
Virginia	7,107	+20.2	4,206	1,985
Washington	9,971	+23.9	4,479	4,066
West Virginia	3,204	-13.6	1,814	1,256
Wisconsin	6,344	+26.2	12,144	5,122
Wyoming	1,688	+59.8	672	478

<sup>1</sup> For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> Represents individuals exhausting maximum benefit rights, which are based on weeks of employment instead of wage credits in base period.

<sup>3</sup> Represents individuals exhausting rights established after uniform duration became effective as well as those whose duration was determined under earlier provisions. Montana and Ohio have had uniform duration since benefits first became payable.

<sup>4</sup> For week ended Dec. 23.

<sup>5</sup> Represents number of claimants exhausting wage credits as reported by local offices.

<sup>6</sup> For week ended Dec. 11.

<sup>7</sup> Represents all initial claims authorized during month.

West Virginia in coal-mining operations because of the closing of the Great Lakes to coal traffic; and Florida and South Carolina in cigar manufacturing. In the Midwestern and Southwestern regions, reduced employment for a varied group of industries was reported. Construction operations were curtailed in Iowa, Minnesota, Nebraska, and South Dakota; Minnesota also reported decreased employment in ore mining, quarrying, and trade. Wisconsin indicated declines in textiles and trade, Kansas in lead and zinc mining, Nebraska in beet-

sugar refining, Iowa in miscellaneous consumers-goods industries, and South Dakota in trade and meat packing. Texas and Arkansas cited post-holiday lay-offs as the major factor underlying increased claim receipts. States in the Mountain

**Table 5.—Number of initial and continued out-of-State claims<sup>1</sup> received as liable State,<sup>2</sup> by States, December 1939**

[Data reported by State agencies, corrected to Jan. 29, 1940]

**Table 4.—Number of initial and continued claims<sup>1</sup> received in local offices, by States, December 1939**

[Data reported by State agencies, corrected to Jan. 29, 1940]

State	Initial claims <sup>1</sup>		Continued claims <sup>1</sup>	
	Number	Percentage change from November	Number	Percentage change from November
Total.....	819,762	+16.8	4,200,682	+9.9
Alabama.....	6,738	-24.5	57,346	-9.4
Alaska.....	264	-27.1	2,101	+15.2
Arizona.....	2,050	-14.5	14,597	+8.1
Arkansas.....	5,892	+9.3	33,053	+19.6
California.....	71,901	-5.0	477,015	+13.3
Colorado.....	4,900	+31.8	27,503	+31.3
Connecticut.....	16,171	+35.8	49,486	+23.1
Delaware.....	1,390	+5.5	7,297	+14.3
District of Columbia.....	2,132	+4.7	17,989	+6.2
Florida.....	8,909	+42.6	50,765	-5.5
Georgia.....	8,228	-10.5	53,717	-2.0
Hawaii.....	1,723	-16.2	1,551	-70.0
Idaho.....	4,661	+64.4	16,379	+67.9
Illinois.....	70,516	+6.7	311,893	-2.1
Indiana.....	8,625	+1.8	74,075	-8.7
Iowa.....	11,353	+45.4	46,509	+43.0
Kansas.....	4,734	+11.2	26,081	+20.1
Kentucky.....	5,541	+37.7	42,938	-2.4
Louisiana.....	11,323	+7.5	56,587	+5.4
Maine.....	6,962	-3.6	48,093	+16.3
Maryland.....	5,800	+14.6	58,194	+7.8
Massachusetts.....	49,421	+10.6	200,487	+7.4
Michigan.....	36,233	+6.9	135,136	-27.2
Minnesota.....	9,306	+41.5	77,143	+43.6
Mississippi.....	6,125	-1.4	32,013	+24.1
Missouri.....	15,623	-1.4	102,515	-4.2
Montana.....	4,106	+25.8	23,564	+31.4
Nebraska.....	3,030	+30.4	16,166	+11.6
Nevada.....	1,372	-1.6	7,151	+13.9
New Hampshire.....	3,349	+1.6	32,757	+21.7
New Jersey.....	43,516	+50.2	164,960	+22.2
New Mexico.....	3,051	+2.5	13,675	+7.8
New York.....	183,349	+8.0	661,620	+5.2
North Carolina.....	20,124	+51.4	62,338	+17.6
North Dakota.....	784	+12.2	5,093	+25.4
Ohio.....	17,922	+0.0	215,951	+9.9
Oklahoma.....	8,919	+20.7	43,284	+12.6
Oregon.....	25,630	+136.3	33,953	+2.0
Pennsylvania.....	53,298	+79.2	394,785	+20.3
Rhode Island.....	13,579	+48.0	56,046	+38.8
South Carolina.....	5,415	+15.9	33,225	+5.6
South Dakota.....	1,032	+28.2	5,917	+44.1
Tennessee.....	9,602	-3.5	74,767	+14.7
Texas.....	22,184	-6.2	75,155	+21.4
Utah.....	3,924	+35.0	14,352	+20.8
Vermont.....	3,209	+134.1	8,819	+32.3
Virginia.....	10,047	+33.4	51,427	+13.1
Washington.....	7,933	+14.3	78,299	+31.6
West Virginia.....	6,073	+14.6	30,659	+15.4
Wisconsin.....	* 19,116	+52.6	68,227	+27.9
Wyoming.....	2,118	+62.2	7,958	+43.6

<sup>1</sup> For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> Excludes "additional" claims.

<sup>3</sup> Includes claims for total and part-total unemployment only.

<sup>1</sup> For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> The liable State is one to which a claim is forwarded by agent State for disposition.

<sup>3</sup> Does not include Hawaii.

<sup>4</sup> Accepts no out-of-State claims as liable State.

<sup>5</sup> Data not reported.

<sup>6</sup> Represents percent of initial claims, excluding "additional" claims.

<sup>7</sup> Represents percent of initial claims received for total and part-total unemployment only.

region reported reductions in employment in the mining industry, in addition to reductions in trade, lumber, beet-sugar refining, and construction industries. On the Pacific Coast, seasonal

lay-offs continued, although the extreme increase in Oregon was due almost entirely to the filing of new claims in anticipation of new benefit years.

Out-of-State initial claims received as liable

**Table 6.—Number and amount of benefit payments by types of unemployment<sup>1</sup> and by States, December 1939**

[Data reported by State agencies, corrected to Jan. 24, 1940]

State	Number				Amount					
	All payments		Types of unemployment <sup>2</sup>		All payments		Types of unemployment			
	Number	Percentage change from November	Total	Partial and part-total combined <sup>3</sup>	Partial only <sup>4</sup>	Amount	Percentage change from November	Total	Partial and part-total combined <sup>3</sup>	Partial only <sup>4</sup>
Total	2,970,406	+7.4				\$30,471,094	+7.4			
Alabama	41,224	+12.8	37,439	3,761	2,136	264,520	+8.2	\$250,722	\$34,500	\$15,240
Alaska	2,326	+53.1	2,060	206	(1)	23,547	+57.0	31,762	1,453	(1)
Arizona	10,294	+8.9	9,790	504	30	113,403	+9.1	106,799	3,604	185
Arkansas	21,053	+15.9	19,124	1,343	70	128,063	+13.3	121,077	5,334	339
California	341,672	-5.4	262,984	29,564	5,432	3,612,113	-4.0	3,279,076	234,312	44,422
Colorado	23,080	+35.6	20,883	2,162	763	234,959	+88.1	218,510	16,172	5,282
Connecticut	30,362	+6.3	23,485	4,970	(1)	284,486	+8.6	242,097	30,211	(1)
Delaware	5,997	+14.7	4,511	1,477	1,349	47,280	+8.5	41,288	5,914	5,058
District of Columbia	12,621	+9.3	11,392	686	(1)	102,532	+12.1	96,608	3,466	(1)
Florida	34,296	-13.3	27,236	3,801	(1)	303,221	-10.4	262,079	26,732	(1)
Georgia	39,320	+8.2	36,313	3,007	2,441	255,097	+7.7	242,697	12,400	10,219
Hawaii	5,137	+1.5	3,890	1,247	(1)	41,028	-1.8	33,273	7,755	(1)
Idaho	8,887	+6.8	8,155	732	(1)	94,535	+69.6	89,005	5,530	(1)
Illinois	272,404	+2.9	195,411	76,475	53,228	3,122,492	+3.2	2,537,247	581,174	371,427
Indiana	56,060	-7.6	45,832	10,171	(1)	568,054	-7.7	511,697	55,117	(1)
Iowa	28,018	+38.7	24,079	3,908	860	243,913	+36.7	222,034	21,660	3,903
Kansas	16,262	+20.1	13,432	2,830	(1)	146,335	+20.0	120,506	16,829	(1)
Kentucky	24,016	-9.4	23,432	1,271	(1)	189,868	-9.8	187,114	1,758	(1)
Louisiana	42,040	+1.1	37,209	2,243	(1)	338,226	-9	309,979	13,906	(1)
Maine	36,290	+22.9	29,119	6,667	(1)	246,526	+24.1	204,216	37,558	(1)
Maryland	38,600	+9.9	30,570	5,063	4,420	355,927	+9.4	270,265	36,279	32,070
Massachusetts	174,226	+14.8	173,837	(1)	(1)	1,719,708	+16.7	1,717,076	(1)	(1)
Michigan	125,773	-13.5	118,753	7,020	(1)	1,575,979	-16.6	1,518,742	57,237	(1)
Minnesota	54,967	+60.2	50,350	3,463	(1)	548,219	+61.9	512,037	25,218	(1)
Mississippi	20,885	+34.1	10,910	1,643	(1)	116,639	+31.5	112,977	2,799	(1)
Missouri	59,753	-1.0	46,427	13,326	8,879	497,102	+1	417,822	70,370	53,935
Montana	18,365	+30.1	18,346	(1)	(1)	201,439	+20.4	201,376	(1)	(1)
Nebraska	11,740	+37.1	10,941	794	270	105,715	+39.6	99,821	5,868	1,092
Nevada	6,656	+25.1	5,991	665	608	85,642	+24.3	79,322	6,320	5,755
New Hampshire	21,429	+19.3	14,369	6,945	(1)	160,775	+16.2	123,079	37,463	(1)
New Jersey	99,335	+0.7	99,085	(1)	(1)	926,147	+7.7	924,296	(1)	(1)
New Mexico	9,212	+8.7	8,160	1,043	706	87,986	+6.0	80,218	7,768	5,028
New York	469,618	+7.6	460,618	(1)	(1)	5,591,869	+8.4	5,561,869	(1)	(1)
North Carolina	36,562	+10.8	33,121	2,539	1,956	190,154	+12.0	184,872	10,233	7,037
North Dakota	3,550	+2.3	3,296	233	16	34,206	-6.8	32,349	1,94	98
Ohio	144,775	+10.7	114,676	23,667	(1)	1,341,879	+10.8	1,185,801	121,529	(1)
Oklahoma	29,382	+7.7	26,061	4,321	666	276,325	+5.3	248,960	27,525	3,520
Oregon	22,101	+21.1	18,949	3,122	(1)	235,494	+23.7	231,338	23,936	(1)
Pennsylvania	236,606	+0.2	225,867	(1)	(1)	2,626,855	+12.7	2,567,723	(1)	(1)
Rhode Island	43,167	+31.5	37,390	5,777	(1)	405,265	+30.4	380,519	* 24,746	(1)
South Carolina	24,422	+3.3	19,274	5,125	(1)	148,947	+1.7	124,254	24,591	(1)
South Dakota	3,119	+51.9	2,895	224	(1)	24,822	+60.0	23,475	1,347	(1)
Tennessee	49,065	+2.7	45,086	3,853	1,437	353,519	+1.3	334,256	18,729	6,965
Texas	57,046	+22.5	49,721	7,245	(1)	877,608	+20.1	803,626	73,280	(1)
Utah	10,414	+22.2	10,326	(1)	88	109,090	+22.7	108,171	(1)	919
Vermont	4,952	+5.3	4,262	690	572	40,402	+16.3	37,450	3,042	2,307
Virginia	34,972	+13.7	30,468	3,053	2,546	260,716	+13.9	239,780	15,617	12,202
Washington	50,503	+36.6	44,741	5,762	(1)	508,537	+55.2	550,534	48,003	(1)
West Virginia	18,808	-5	18,632	94	92	151,846	-7.3	148,212	28,771	3,104
Wisconsin	31,613	+35.2	26,319	5,157	(1)	310,651	+38.6	281,354	12,110	(1)
Wyoming	7,374	+56.5	5,523	1,453	1,060	91,954	+51.1	77,058	3,115	7,687

<sup>1</sup> For definitions of types of unemployment, see the *Bulletin*, March 1939, p. 33.

<sup>2</sup> Excludes irregular payments except where otherwise noted. In many cases monthly figures by types of unemployment are estimated from reports for week ended Dec. 16.

<sup>3</sup> Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for partial unemployment, the provision for benefits for partial unemployment is not effective until January 1940.

<sup>4</sup> Payments for partial unemployment included with payments for partial unemployment.

<sup>5</sup> Represents number of compensable weeks for which 6,500 checks were issued.

<sup>6</sup> Includes irregular payments.

<sup>7</sup> Represents number of compensable weeks for which 45,704 checks were issued.

<sup>8</sup> Excludes 43,082 payments amounting to \$1,176,983 resulting from recalculations of weekly benefit amounts.

<sup>9</sup> Payments for part-total unemployment included with payments for total unemployment.

<sup>10</sup> Represents number of compensable weeks for which 34,429 checks were issued.

State totaled 29,627, amounting to 3.6 percent of the total number of initial claims received in local offices. In Alaska, out-of-State claims totaled more than all initial claims received from within the Territory. In 10 other States, such initial claims ranged from 10 percent to 28 percent of local-office receipts. Continued out-of-State claims increased 9 percent to 186,487 in December and represented 4.5 percent of continued claims received in local offices.

In the week ended December 16, 1939, more

than 658,000 individuals received unemployment benefits, an increase of 3.3 percent from the mid-week of November. Increases in excess of 30 percent were reported by 8 of the 41 States in which there were more beneficiaries in December than in November. Fewer individuals were receiving benefits in 10 States; the largest reduction—26 percent—occurred in Florida.

New claims authorized for payment totaled 309,500, an increase of 10 percent over the previous month. Increases in these authorizations

Table 7.—Activities of public employment services in the United States, by States, December 1939

[Data reported by State agencies, corrected to Jan. 16, 1940]

State	Complete placements <sup>1</sup>					Supplemental placements	Applications			Active file as of Dec. 31, 1939	
	Total	Private			Public		Total	New			
		Number	Percentage change from November	Regular (over 1 month)	Temporary (1 month or less)			Number	Percentage change from November		
Total	265,322	235,324	-5	95,845	139,479	29,968	48,171	1,200,605	485,082	-10	5,729,484
Alabama	3,664	3,249	-1	2,007	1,242	415	665	21,529	7,455	-40	146,339
Alaska	284	101	-20	21	80	183	14	752	332	-7	2,708
Arizona	4,108	3,810	-9	2,930	880	298	4,502	8,577	5,086	+20	21,748
Arkansas	3,160	2,890	+45	824	2,075	261	912	7,483	4,169	-11	57,167
California	17,010	15,059	-14	6,387	8,672	1,981	2,033	121,630	49,837	-6	534,375
Colorado	2,918	2,431	-13	850	1,581	487	25	16,769	5,336	+14	64,511
Connecticut	4,023	3,401	-19	1,490	1,911	622	134	19,138	4,829	-4	81,230
Delaware	1,225	1,149	-30	550	599	76	6	2,812	797	-8	11,535
District of Columbia	3,292	2,927	(*)	1,058	1,869	365	58	8,417	2,706	-34	34,170
Florida	5,885	4,996	+22	4,261	735	889	36	19,016	14,287	+5	80,907
Georgia	6,045	5,028	-3	1,748	3,280	1,017	78	22,671	10,521	-24	187,783
Hawaii	401	327	+15	126	201	74	31	2,188	851	-27	9,651
Idaho	1,505	1,298	-26	484	814	207	173	6,768	2,243	-9	15,722
Illinois	13,058	12,847	-4	5,245	7,602	211	237	48,292	25,930	-19	181,658
Indiana	7,762	7,676	(*)	3,442	4,234	86	1,203	39,219	15,226	-22	195,968
Iowa	5,686	4,273	-16	1,259	3,014	1,413	72	19,698	5,541	+6	91,961
Kansas	2,789	2,262	-12	795	1,467	527	136	14,141	5,266	+5	37,199
Kentucky	2,066	2,286	+6	1,018	1,268	410	281	13,688	6,440	-16	76,833
Louisiana	4,297	3,750	-20	2,181	1,569	547	237	19,776	7,383	-7	106,424
Maine	1,287	1,133	-2	673	460	154	22	8,030	2,110	-14	33,987
Maryland	3,273	2,960	-7	1,300	1,669	304	57	15,903	5,126	-20	59,441
Massachusetts	3,440	3,011	-9	1,875	1,136	429	44	36,227	14,760	-20	180,168
Michigan	8,970	8,206	-12	4,384	3,912	674	207	58,833	17,761	-11	200,003
Minnesota	3,945	3,559	-30	1,638	1,921	386	274	23,499	6,418	-2	124,816
Mississippi	3,204	1,786	-11	893	893	1,508	283	19,236	8,853	-16	84,700
Missouri	6,194	5,891	-8	2,306	3,585	303	34	51,405	15,746	-15	158,560
Montana	1,032	589	-20	305	284	443	180	4,459	1,489	+2	28,620
Nebraska	1,797	1,128	-16	461	667	669	37	10,923	3,084	+20	47,594
Nevada	905	744	-8	354	390	161	26	2,627	914	-21	6,501
New Hampshire	1,793	1,608	+4	1,127	481	185	169	6,868	1,726	-30	21,708
New Jersey	9,154	8,500	-16	4,460	4,040	654	450	50,175	23,684	+21	276,246
New Mexico	1,425	1,199	-39	706	493	226	1,753	4,818	1,466	-8	35,397
New York	22,713	20,607	-1	7,803	12,804	2,106	626	164,978	63,584	-9	549,066
North Carolina	6,449	4,721	-7	2,039	2,682	1,728	321	26,925	10,445	-9	87,793
North Dakota	1,809	1,601	-15	478	1,213	118	53	4,621	1,480	-4	22,576
Ohio	12,848	12,433	-8	5,500	6,933	415	380	62,078	20,981	-9	250,864
Oklahoma	4,688	4,196	+7	657	3,589	492	426	22,381	8,742	-2	87,153
Oregon	3,582	3,066	-30	920	2,146	516	418	18,296	4,932	-17	42,071
Pennsylvania	11,695	10,216	-6	5,174	5,042	1,479	1,601	92,950	23,204	-14	413,430
Rhode Island	742	601	-30	331	270	141	41	7,545	3,040	+2	37,531
South Carolina	1,863	1,228	-22	615	613	635	13	6,728	3,350	-37	104,579
South Dakota	1,063	881	+14	328	583	172	28	5,126	1,489	+11	30,568
Tennessee	3,627	3,239	-6	1,773	1,466	388	1,007	11,601	6,795	-18	134,731
Texas	37,300	34,879	+11	5,944	28,935	2,321	27,463	53,491	29,816	-6	301,004
Utah	1,357	1,191	-12	242	949	166	61	9,183	1,867	+6	23,437
Vermont	766	688	-1	300	388	78	5	4,337	1,166	+22	15,540
Virginia	4,084	3,170	-9	1,495	1,675	914	198	21,681	7,308	-7	52,720
Washington	5,356	4,747	+43	1,597	3,150	600	236	22,451	7,820	+1	114,051
West Virginia	3,162	2,778	-15	1,359	1,419	384	415	19,149	3,526	-7	74,735
Wisconsin	5,360	4,468	-13	2,022	2,446	802	328	28,394	7,253	-12	168,713
Wyoming	651	342	-25	110	232	309	2	3,226	724	(*)	9,013

<sup>1</sup> Preliminary.

Increase of less than 1 percent.

<sup>2</sup> Decrease of less than 1 percent.

were reported by 43 States, in 20 of which the increases amounted to 25 percent or more. Authorizations in Idaho, Iowa, and Nevada were more than double the number in November. Fewer authorizations were reported by eight States; the largest decrease—23 percent—was in Michigan. The 191,000 claimants exhausting wage credits during December represented a slight rise over November. Appreciable increases were reported by more than half of the 32 States reporting increases in exhaustions. Authorizations

exceeded exhaustions by more than 60 percent for the country as a whole, and all States except the District of Columbia and Florida showed a greater number of authorizations than exhaustions.

Although private placements declined 5 percent from November, such placements were larger in December than for any corresponding month in the history of the employment service. Of a total of 265,300 placements in December, more than 235,000 were made with private employers. This volume of private placements made through

Table 8.—Status of State accounts in the unemployment trust fund, fiscal year 1939-40<sup>1</sup>

State	Balance as of June 30, 1939	Fiscal year 1939-40 through December			
		Contributions deposited	Interest credited <sup>2</sup>	Withdrawals	Balance
Total	\$1,273,608,566	\$422,430,741	\$17,339,585	\$198,200,524	\$1,151,088,368
Alabama	9,307,069	4,159,310	130,102	2,020,000	11,576,511
Alaska	820,020	380,243	11,243	130,000	1,081,506
Arizona	2,086,306	1,040,000	28,500	640,000	2,514,806
Arkansas	5,785,859	1,821,100	79,549	650,000	7,036,508
California	124,084,183	38,917,000	1,702,986	17,650,000	147,054,160
Colorado	9,437,208	2,468,754	124,182	1,340,000	10,690,144
Connecticut	21,564,842	8,388,000	306,673	2,508,524	27,000,991
Delaware	4,626,624	1,185,000	63,604	250,000	5,625,228
District of Columbia	13,153,394	3,426,836	181,823	575,000	16,187,053
Florida	12,587,024	2,930,000	155,321	2,725,000	12,947,345
Georgia	17,566,654	3,500,000	229,812	1,600,000	19,666,466
Hawaii	4,004,524	993,352	54,489	195,000	4,857,365
Idaho	2,326,893	1,025,764	33,477	350,000	3,036,134
Illinois	153,885,221	33,600,000	2,043,744	18,000,000	171,528,965
Indiana	27,165,249	10,404,759	332,608	3,850,000	34,102,616
Iowa	11,783,903	4,000,000	160,117	1,300,000	14,644,020
Kansas	11,533,660	2,606,623	157,441	736,000	13,561,724
Kentucky	21,540,916	5,313,000	287,922	1,644,000	25,497,838
Louisiana	13,644,131	4,913,000	182,906	2,450,000	16,290,037
Maine	2,354,900	2,160,000	36,858	1,030,000	3,521,848
Maryland	10,774,721	6,000,000	168,297	2,025,000	14,918,018
Massachusetts	60,442,824	19,220,000	821,922	9,500,000	70,984,746
Michigan	43,775,273	22,344,320	545,159	20,750,000	45,914,752
Minnesota	17,323,892	7,200,000	233,568	2,100,000	22,677,460
Mississippi	3,256,903	1,310,000	45,660	500,000	4,052,563
Missouri	41,506,791	9,400,000	564,639	2,850,000	48,621,430
Montana	6,049,175	1,350,000	77,679	850,000	6,620,854
Nebraska	8,069,793	2,090,000	112,146	433,000	9,866,939
Nevada	1,560,488	479,000	20,368	375,000	1,684,584
New Hampshire	4,839,884	1,787,900	63,345	680,000	5,711,129
New Jersey	80,565,568	23,088,000	1,101,015	5,625,000	90,120,583
New Mexico	2,515,113	715,000	32,668	555,000	2,707,781
New York	140,859,300	67,855,000	2,001,249	36,000,000	174,715,549
North Carolina	13,641,072	5,895,000	192,518	1,500,000	18,228,590
North Dakota	1,974,155	515,000	26,878	161,000	2,355,033
Ohio	113,312,081	28,317,006	1,515,726	10,912,000	132,232,813
Oklahoma	12,848,582	3,250,000	172,590	1,455,000	14,816,172
Oregon	6,478,010	2,493,755	87,458	1,300,000	7,759,223
Pennsylvania	75,767,326	39,188,000	1,036,717	21,500,000	94,492,043
Rhode Island	7,538,242	4,795,303	106,221	2,995,000	9,444,706
South Carolina	8,982,305	1,550,000	113,471	950,000	9,695,776
South Dakota	2,235,484	540,000	30,880	74,000	2,732,364
Tennessee	10,636,090	4,100,000	148,166	2,185,000	12,780,265
Texas	37,562,327	11,240,000	512,859	4,500,000	44,815,186
Utah	2,564,699	1,330,000	36,707	700,000	3,231,406
Vermont	2,285,813	776,887	31,835	200,000	2,894,535
Virginia	13,603,562	4,925,000	187,512	1,660,000	17,056,074
Washington	19,046,965	5,225,000	255,917	2,500,000	22,027,882
West Virginia	8,803,849	4,958,000	122,993	1,800,000	12,174,842
Wisconsin	43,405,286	6,483,641	568,994	1,500,000	48,957,921
Wyoming	2,304,284	686,188	30,981	300,000	2,661,453

<sup>1</sup> Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, New Jersey, and Rhode Island. For data for fiscal years 1937-38 and 1938-39, see the *Bulletin*, August 1939, p. 79.

<sup>2</sup> Interest is credited at the end of each quarter of fiscal year.

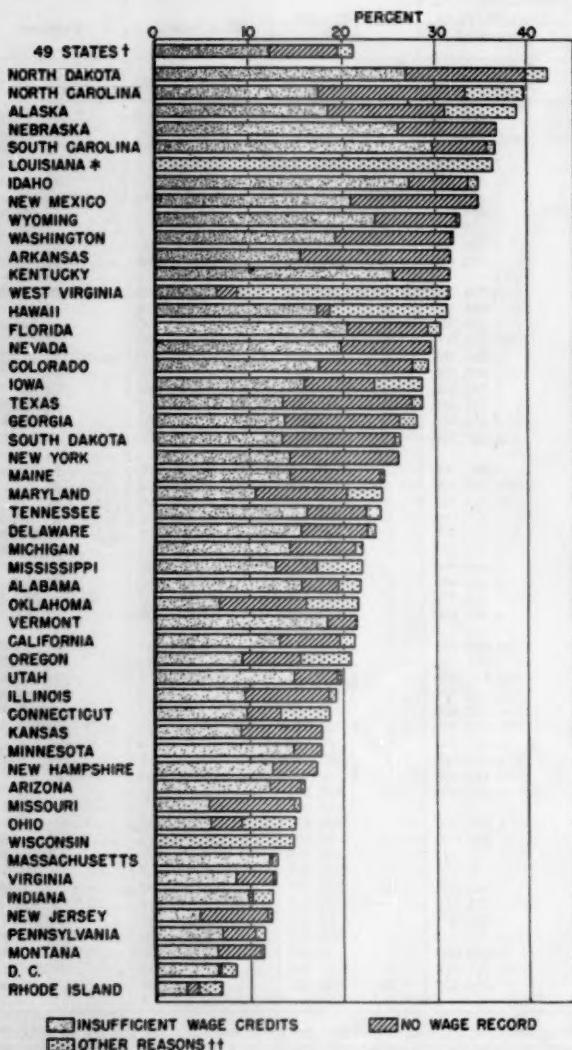
<sup>3</sup> Under provision of the Connecticut law, administrative grants equal to the preliminary and "liquidating" amount to be transferred to the railroad

unemployment insurance account are to be withheld by the Social Security Board, and the State is permitted to withdraw from unemployment compensation funds the amounts found necessary for administrative purposes, up to the amount so withheld. As of Dec. 31, 1939, \$508,524 had been withheld.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

the public employment offices was 46 percent higher than that for December 1938 and 82 percent above the level of December 1937. While the reduction in private placements was general, the decreases in many States resulted from the smaller volume of placements in agriculture normally occurring in the winter season. All regions of the country showed declines, with the exception of the West South Central area. In that area Arkansas and Oklahoma showed pronounced gains in agricultural placements, and Texas in non-

**Chart III.—Percent of new claims disallowed on first determination by reason of disallowance, October—December 1939**



\*Excludes Louisiana and Wisconsin, because data are not comparable.

\*\*Data by reason for disallowance not available.

†Includes some claims not allocated for disallowance, where provision of State law is not comparable.

agricultural pursuits. Nearly 60 percent of the private placements were in temporary jobs which had accounted for only about 50 percent of the private placements in the past few months. Placements of women in private jobs in December showed a gain of 12 percent over November, in contrast to a decrease of nearly 21 percent in such placements for men. The expansion in private placements of women was due in part to the increased number of temporary jobs filled because of the improved holiday trade.

In addition to these complete placements, the public employment offices reported 48,200 supplemental placements. In such placements the offices were instrumental in bringing workers and employers together but did not perform all steps required in making complete placements.

Although nearly 1.3 million applications for work were received by the employment offices in December, this total was somewhat lower than the number of applications received in each of the preceding 2 months. Because of fewer placements and fewer cancelations of registrations for work, the active file of job seekers increased nearly 2 percent to 5.7 million, of which 4.3 million were men and 1.4 million were women. Despite the steady increase since October in the active file of job seekers, the number of persons registered at the close of 1939 was about 1.5 million or 21 percent less than at the close of 1938.

#### **Allowances and Disallowances**

First determinations of new claims numbered 1.2 million during the fourth quarter of 1939. Nearly 80 percent of the claimants for whom such determinations were made were entitled to compensation on the basis of their past record of earnings. Although total dispositions in this quarter reached the lowest quarterly level for the year, the proportion of disallowances was somewhat higher than in the preceding three quarters. Only 11 States denied benefits to less than 15 percent of the claimants. Thirty percent or more of the new claims were disallowed in 15 States, in contrast with 6 States in the preceding quarter.

In general, the principal reason for disallowance during October—December was that claimants had earned less than the qualifying amount required by State law. For the group of 49 States reporting, 12.1 percent were disallowed because of in-

sufficient earnings; in 8 States, however, more than 20 percent of all new claims were disallowed for this reason. Twenty States disallowed a substantially greater proportion of new claims for insufficient earnings than in the preceding quarter. Many of these States had amended their laws

during 1939 by requiring higher qualifying wages as a prerequisite to eligibility. The increase in the proportion of new claims disallowed because of insufficient earnings in the qualifying period probably resulted from the fact that many new claims were filed during this quarter by workers

Table 9.—Number of new claims<sup>1</sup> disposed of on first determination, number allowed, and number disallowed and percentage distribution by reason for disallowance, by States, October–December 1939

[Data reported by State agencies, corrected to Jan. 24, 1940]

State	Total number of disposi- tions	Number allowed	Disallowed							
			Number	Percent of total dis- positions	Reason for disallowance					
					Insufficient wage credits		No wage record		Other	
					Number	Percent of total dis- positions	Number	Percent of total dis- positions	Number	Percent of total dis- positions
Total	1,240,507	979,236	261,361	21.1	145,142	12.1	87,624	7.3	20,136	1.7
Alabama	17,230	13,446	3,784	22.0	2,678	15.5	672	3.9	434	2.5
Alaska	1,237	755	482	39.0	229	18.5	155	12.5	98	7.9
Arizona	4,405	3,712	693	15.7	534	12.1	142	3.2	37	.4
Arkansas	9,755	6,677	3,078	31.6	1,498	15.4	1,550	16.2	0	
California	133,307	104,901	28,406	21.3	17,576	13.2	8,878	6.5	1,932	1.5
Colorado	6,943	4,918	2,025	29.2	1,210	17.4	703	10.1	112	1.6
Connecticut	19,665	16,021	3,644	18.5	1,933	9.8	694	3.5	1,017	5.2
Delaware	2,847	2,175	672	23.6	442	15.5	206	7.2	24	.8
District of Columbia	5,390	4,998	392	7.3	351	6.5	3	.1	38	.7
Florida	13,560	9,432	4,128	30.4	2,783	20.5	1,161	8.6	184	1.4
Georgia	16,077	11,577	4,500	28.0	2,215	13.8	1,975	12.3	310	1.9
Hawaii	2,965	2,038	927	31.3	510	17.2	45	1.5	372	12.5
Idaho	4,695	3,067	1,628	34.7	1,270	27.1	302	6.4	56	1.2
Illinois	106,486	86,151	20,335	19.1	10,072	9.5	9,623	9.0	640	.6
Indiana	21,504	18,882	2,622	12.2	2,128	9.9	39	.2	455	2.1
Iowa	16,092	11,498	4,594	28.5	2,552	15.9	1,208	7.5	834	5.2
Kansas	8,276	6,817	1,469	17.6	742	9.0	717	8.7	0	
Kentucky	10,205	6,990	3,215	31.5	2,589	25.4	626	6.1	0	
Louisiana	13,893	8,558	5,035	36.2	(*)	(*)	(*)	(*)	(*)	
Maine	12,685	9,602	3,083	24.3	1,815	14.3	1,228	9.7	40	.3
Maryland	13,815	10,486	3,329	24.1	1,461	10.6	1,342	9.7	526	3.8
Massachusetts	74,278	64,729	9,549	12.9	8,905	12.0	106	.1	538	.7
Michigan	55,245	43,134	12,111	21.9	7,884	14.3	3,859	7.0	363	.7
Minnesota	19,678	16,231	3,447	17.5	2,883	14.7	564	2.9	0	
Mississippi	13,102	10,228	2,874	21.9	1,674	12.8	570	4.4	630	4.8
Missouri	27,996	23,739	4,257	15.2	1,560	5.5	2,598	9.3	109	.4
Montana	7,519	6,678	841	11.2	482	6.4	348	4.6	11	.1
Nebraska	6,013	3,806	2,207	36.7	1,562	20.0	645	10.7	0	
Nevada	2,289	1,614	675	29.5	455	19.9	220	9.6	0	
New Hampshire	8,884	7,365	1,519	17.1	1,098	12.4	421	4.7	0	
New Jersey	48,015	42,178	5,837	12.2	2,268	4.7	3,431	7.1	138	.3
New Mexico	3,561	2,326	1,235	34.7	744	20.9	491	13.8	0	
New York	160,477	118,959	41,518	25.9	22,821	14.2	18,697	11.7	0	
North Carolina	25,242	15,210	10,032	39.7	4,390	17.4	3,907	15.8	1,645	6.5
North Dakota	1,774	1,026	748	42.2	478	20.9	230	13.0	40	2.3
Ohio	46,073	39,228	6,845	14.9	2,669	5.8	1,463	3.2	2,608	5.8
Oklahoma	21,767	17,062	4,705	21.6	1,461	6.7	2,025	9.3	1,219	5.6
Oregon	9,889	7,823	2,066	20.9	900	9.1	624	6.3	542	5.5
Pennsylvania	89,851	79,608	10,243	11.4	6,320	7.0	3,075	3.4	848	.9
Rhode Island	12,780	11,897	883	6.9	391	3.1	170	1.3	322	2.5
South Carolina	14,531	9,223	5,308	36.5	4,337	29.8	838	5.8	133	.9
South Dakota	1,398	1,033	365	26.1	187	13.4	172	12.3	6	.4
Tennessee	19,156	14,559	4,597	24.0	3,076	16.1	1,234	6.4	267	1.5
Texas	50,819	36,289	14,530	26.6	9,957	13.7	6,902	13.8	581	1.1
Utah	4,505	3,626	879	19.5	666	14.8	205	4.6	8	.2
Vermont	2,242	1,762	480	21.4	409	18.2	71	3.2	0	
Virginia	17,557	15,335	2,222	12.7	1,467	8.4	731	4.2	24	.1
Washington	16,312	11,139	5,173	31.7	3,124	19.2	2,037	12.5	12	.1
West Virginia	12,597	8,641	3,956	31.4	800	6.4	294	2.3	2,962	22.7
Wisconsin	23,569	20,135	3,424	14.5	(*)	(*)	(*)	(*)	(*)	
Wyoming	2,456	1,652	804	32.7	576	23.4	217	8.8	11	.4

<sup>1</sup> For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> Excludes Louisiana and Wisconsin.

<sup>3</sup> Insufficient weeks of employment in base period.

<sup>4</sup> Data not reported.

<sup>5</sup> Does not include 185 claims active at end of benefit year on which new

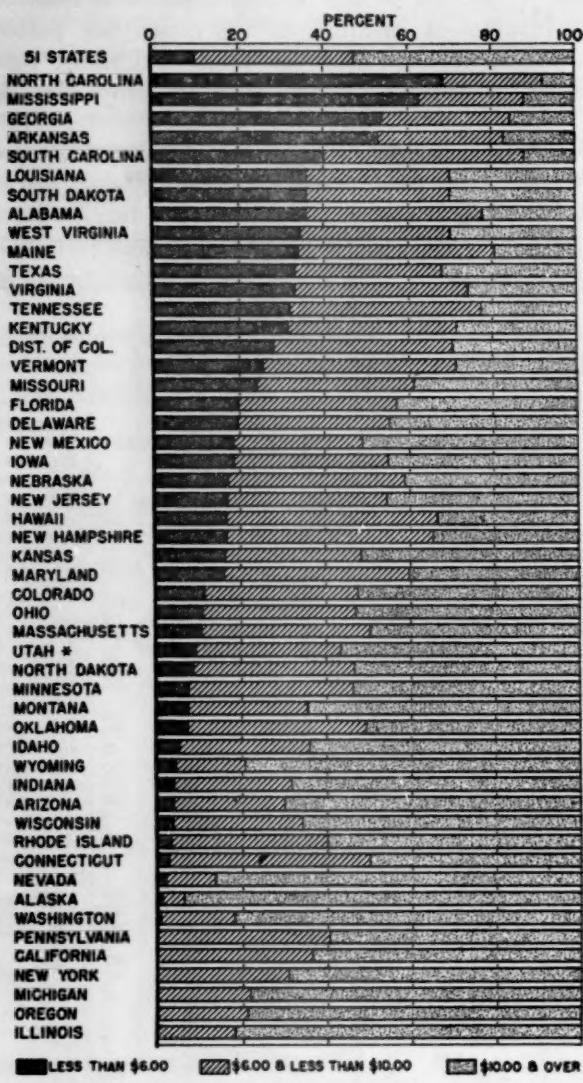
determinations were made. Of these, 136 were allowed and 49 disallowed.

The break-down by reasons for disallowance was not reported.

<sup>6</sup> Dispositions of all initial claims for total and part-total unemployment.

<sup>7</sup> Provision of State law not comparable.

**Chart IV.—Distribution of number of benefit payments for total unemployment, by amount of benefit check, by States, October–December 1939**



\*Includes payments for part-total unemployment.

who had been employed previously for short periods or in seasonal industries and therefore earned less than the amount required by State law.

More than 7 percent of the claimants were disallowed benefits because they had not been employed in covered industries, as evidenced by the lack of wage records for them. This proportion of disallowances was slightly higher than in the preceding quarter. In 15 of the States reporting such data, between 10 and 16 percent of the claimants were denied benefits because they lacked wage records in covered employment.

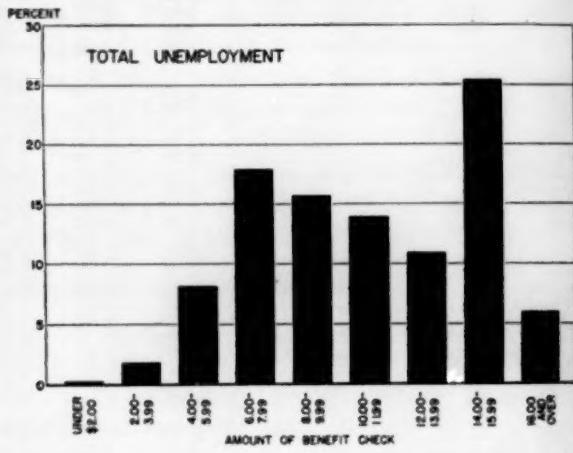
The proportion of new claims disallowed for all

other reasons declined to 1.7 percent, less than half the proportion in the previous quarter. Hawaii and West Virginia were the only two States in which disallowances for other reasons exceeded 10 percent of all dispositions.

#### **Size of Benefit Check**

The distribution of the number of benefit payments for total unemployment by size of benefit check for the quarter October–December 1939 remained substantially unchanged from the preceding quarter. The proportion of checks for less than \$6.00 decreased only slightly. The greatest concentration of payments was in the \$14.00–\$15.99 class. More than half the payments in Arkansas, Georgia, Mississippi, and North Carolina were for less than \$6.00. In Alabama, Louisiana, Maine, South Dakota, Texas, Virginia, and West Virginia, more than one-third

**Chart V.—Distribution of number of benefit payments for total and partial unemployment by amount of benefit check, October–December 1939**



of the payments were for less than this amount. In 4 of these States—Maine, North Carolina, South Dakota, and West Virginia—the method of using annual earnings as a basis to determine the weekly benefit amount tends to reduce the size of the weekly benefit payment. More than 40 percent of the payments for total unemployment in Illinois, Michigan, and Wyoming, and 85 percent in Alaska, were for \$16.00 or more.

Weekly benefit amounts tend to reflect differences in the level of wage rates and industrial composition in the individual States but are also

affected by provisions of State laws with respect to minimum and maximum benefits payable and method of benefit computation.

#### *Summary of 1939 Operations*

Funds available for unemployment benefits at the close of 1939 exceeded \$1.5 billion. For the group of 49 States which paid benefits throughout the year, there was a net increase of about \$370 million, or 37.4 percent more than was available for benefits at the beginning of the year. The gain would have been somewhat greater had not

**Table 10.—Percentage distribution of number of benefit payments for total unemployment<sup>1</sup> by amount of benefit check, by States, October—December 1939**

[Data reported by State agencies, corrected to Jan. 29, 1940]

State	Percentage distribution of number of benefit payments in amounts of—									
	Less than \$2.00	\$2.00— 3.99	\$4.00— 5.99	\$6.00— 7.99	\$8.00— 9.99	\$10.00— 11.99	\$12.00— 13.99	\$14.00— 15.99	\$16.00 and over	
Total	0.2	1.8	8.2	17.9	15.7	13.9	10.9	25.4	6.0	
Alabama	1.0	10.8	24.0	26.7	14.3	10.0	5.1	8.1		
Alaska		.8	1.6	3.6	3.5	3.0	2.7		84.8	
Arizona	.3	3.6	12.2	14.1	18.4	16.9	34.5			
Arkansas	23.9	28.9	18.7	11.6	5.3	3.6	8.0			
California			19.0	17.3	16.8	12.1	34.8	(?)		
Colorado	(?)	(?)	11.5	18.7	17.2	14.2	10.5	27.9		
Connecticut	(?)	.1	2.5	24.7	22.8	17.5	12.2	20.2		
Delaware			19.6	19.8	16.0	14.4	0.4	20.8		
District of Columbia	.6	5.7	21.7	28.9	13.5	8.4	5.5	15.6	.1	
Florida	.2	4.9	14.6	19.5	17.7	13.3	8.5	21.3		
Georgia	3.8	6.9	43.3	20.7	9.9	5.9	3.2	6.3		
Hawaii			17.0	27.9	21.5	14.5	6.4	12.7		
Idaho	.2	.3	4.9	13.8	16.9	20.7	16.4	19.8	7.0	
Illinois				6.1	11.8	14.1	13.7	11.5	42.3	
Indiana			3.8	11.7	15.9	15.8	14.4	38.2		
Iowa	.2	.8	17.2	20.5	16.4	13.7	11.6	19.6		
Kansas		(?)	16.5	15.6	16.3	14.4	10.6	26.6		
Kentucky			31.5	22.4	17.8	11.2	6.8	10.3		
Louisiana	(?)	.1	36.0	21.9	13.0	8.2	5.0	3.9	11.9	
Maine	.1	11.5	22.5	25.8	19.6	10.5	5.0	4.0		
Maryland			15.9	23.4	20.3	14.2	8.6	17.6		
Massachusetts			10.5	17.8	22.0	16.4	10.8	22.5		
Michigan	(?)	(?)	(?)	11.3	10.3	11.5	13.0	13.4	46.5	
Minnesota			7.7	17.7	21.1	16.2	11.9	25.4		
Mississippi	8.7	22.9	34.1	17.8	7.5	4.5	2.5	5.0		
Missouri	(?)	2.5	21.6	20.3	16.7	11.8	8.3	18.8		
Montana			7.6	13.4	14.4	14.8	14.7	35.1		
Nebraska	(?)	.6	16.7	20.7	20.7	15.2	10.5	15.6		
Nevada	.3	.7	1.0	5.2	6.3	8.9	12.1	65.5		
New Hampshire			16.8	26.0	22.8	14.6	8.4	11.4		
New Jersey			17.3	19.6	17.7	13.1	9.7	22.6		
New Mexico		4.9	13.4	16.9	13.6	10.8	9.4	31.0		
New York				15.8	15.1	14.7	12.3	42.1		
North Carolina	5.3	33.5	29.7	16.6	7.2	3.4	1.9	2.4		
North Dakota			8.8	18.8	19.1	16.6	10.5	26.2		
Ohio	.3	2.3	8.6	18.7	17.1	16.2	12.0	24.8		
Oklahoma		.8	2.6	3.9	6.1	36.2	12.4	7.5	30.5	
Oregon	(?)	(?)	(?)	9.1	12.0	14.2	12.7	52.0		
Pennsylvania				25.5	15.1	14.3	13.6	31.5		
Rhode Island			1.9	1.3	16.0	20.6	28.7	9.4	7.0	15.1
South Carolina			6.2	33.9	36.8	10.9	4.7	2.4	5.1	
South Dakota			10.6	25.4	18.6	16.5	10.2	6.8	11.9	
Tennessee	(?)	.3	31.9	28.8	16.5	9.0	5.2	8.3		
Texas	.1	.3	33.0	20.4	14.6	9.2	5.9	17.1		
Utah	.3	1.2	8.1	15.2	18.7	13.9	12.2	10.4	20.0	
Vermont	.7	2.6	22.2	25.4	20.3	11.5	7.0	10.3		
Virginia			10.8	22.5	25.8	14.8	8.8	6.0	11.3	
Washington		.1	.5	7.7	9.6	13.3	13.9	54.9		
West Virginia			11.8	22.6	18.9	16.8	12.3	7.5	10.1	
Wisconsin		.1	.4	3.3	12.6	17.6	24.8	15.7	22.7	2.8
Wyoming				4.5	6.9	9.2	12.6	12.4	11.5	42.9

<sup>1</sup> For definitions of types of unemployment, see the *Bulletin*, March 1936, p. 23.

<sup>2</sup> Less than 0.1 percent.

<sup>3</sup> Payments for part-total unemployment included with payments for total unemployment.

several States shifted collection of contributions from a monthly to a quarterly basis. Moreover, consideration must be given to the fact that contributions were not collected on railroad pay rolls after June 30, 1939, nor were benefits payable to railroad workers under State unemployment compensation laws after that date. Funds of the States in the Rocky Mountain area were particularly affected by this change.

Benefit payments in all 51 jurisdictions represented more than 54 cents out of each dollar collected during 1939. This ratio includes Illinois and Montana, which have paid benefits only since July. The net amount of benefits paid in 1939 totaled \$429 million, while nearly \$825 million in contributions was deposited. Idaho was the only State in which benefits exceeded contributions deposited during the year, with nearly \$1.10 dis-

**Table 11.—Percentage distribution of number of benefit payments for partial unemployment<sup>1</sup> by amount of benefit check, by States, October–December 1939**

[Data reported by State agencies, corrected to Jan. 29, 1940]

State	Percentage distribution of number of benefit payments in amounts of—								
	Less than \$2.00	\$2.00– 3.99	\$4.00– 5.99	\$6.00– 7.99	\$8.00– 9.99	\$10.00– 11.99	\$12.00– 13.99	\$14.00– 15.99	\$16.00 and over
Total	4.7	18.6	24.6	20.0	13.9	8.7	5.5	3.2	0.8
Alabama	2.1	19.5	24.8	18.2	13.1	9.6	5.3	7.4	(?)
Alaska	7.2	12.4	22.7	9.3	11.3	18.6	8.2	10.3	
Arizona	13.3	19.1	22.9	16.0	13.9	11.9	2.9		
Arkansas	22.6	36.0	21.0	10.8	5.4	2.8	1.1	.3	
California	7.4	16.1	23.6	20.4	13.6	9.2	5.0	4.7	
Colorado	3.8	12.5	23.7	19.3	16.7	12.8	8.4	2.8	
Connecticut	26.9	29.9	20.7	12.5	5.9	3.2	.9		
Delaware	29.9	29.4	18.9	9.8	5.9	3.8	1.8	.5	
District of Columbia	4.9	20.0	26.4	22.2	11.1	7.2	4.7	3.5	
Florida	.1	13.2	27.3	23.5	17.5	10.2	6.1	2.1	
Georgia	20.0	38.1	22.7	9.7	5.5	2.8	1.2		
Hawaii	1.5	4.4	40.8	31.2	12.1	6.5	2.6	.9	
Idaho	3.8	7.1	13.8	20.5	19.5	16.2	11.7	4.8	2.6
Illinois	10.6	23.4	22.2	16.5	12.3	8.0	4.7	.9	
Indiana	9.0	24.9	21.9	17.9	13.2	8.0	4.2	.9	
Iowa	3.8	23.4	24.5	19.4	12.6	9.2	5.3	1.8	
Kansas	6.1	6.6	46.5	16.1	10.0	8.3	4.2	2.2	
Kentucky <sup>1</sup>	6.7	13.9	27.4	14.8	13.0	9.4	5.8	9.0	
Louisiana	.4	23.0	32.1	21.5	9.1	6.9	3.1	2.2	1.7
Maine	21.9	36.7	25.2	12.2	4.6	1.2	.2		
Maryland	(?)	25.9	24.1	16.3	13.5	6.9	5.4	1.8	6.1
Massachusetts <sup>1</sup>									
Michigan <sup>2</sup>									
Minnesota	2.8	3.5	25.8	26.2	18.8	11.0	9.4	2.5	
Mississippi <sup>1</sup>	18.4	32.8	25.4	11.8	5.0	3.5	2.3	.8	
Missouri	.1	26.8	27.8	19.4	13.7	8.2	3.5	.5	
Montana <sup>1</sup>									
Nebraska		2.4	29.6	24.8	13.0	17.3	9.8	3.1	
Nevada	.5	1.0	8.6	15.6	16.1	16.4	21.5	20.3	
New Hampshire	8.5	21.0	24.6	21.3	12.4	6.5	3.6	2.1	
New Jersey <sup>1</sup>									
New Mexico	.1	4.3	31.2	22.9	18.5	10.6	9.2	3.2	
New York <sup>1</sup>									
North Carolina	34.1	35.2	18.7	6.8	2.9	1.2	1.0	.1	
North Dakota			20.5	20.5	25.0	16.0	10.3	7.7	
Ohio	9.9	28.0	22.4	19.8	14.3	2.4	3.2		
Oklahoma	3.5	7.0	10.1	11.5	26.9	10.6	9.2	21.2	
Oregon	1.2	13.6	18.8	23.2	15.0	13.5	11.5	3.2	
Pennsylvania <sup>1</sup>									
Rhode Island	22.2	27.5	23.0	15.4	7.0	3.4	1.4	.1	
South Carolina	1.8	28.3	40.4	19.5	7.2	1.5	.8	.5	
South Dakota	14.1	23.4	33.7	16.2	7.9	2.5	1.1	1.1	
Tennessee	.1	38.0	28.8	17.7	8.5	3.9	2.1	.9	
Texas <sup>1</sup>									
Utah <sup>4</sup>	1.3	6.7	16.0	2.7	12.0	22.6	10.7	4.0	24.0
Vermont	19.1	34.2	28.0	9.3	6.2	2.6	.2	.4	
Virginia	6.2	33.9	29.9	14.1	10.7	3.5	1.2	.5	
Washington	.2	3.3	19.9	21.5	17.6	17.3	16.1	4.1	
West Virginia <sup>1</sup>									
Wisconsin	9.6	33.5	19.6	18.8	6.7	7.4	1.8	2.3	.3
Wyoming		3.0	19.1	30.9	15.3	10.4	7.3	7.5	6.5

<sup>1</sup> For definitions of types of unemployment, see the *Bulletin*, March 1939, p. 33. Includes payments for part-total unemployment, except where otherwise noted. Payments for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemploy-

ment, the provision for payments for partial unemployment is not effective until January 1940.

<sup>2</sup> Less than 0.1 percent.

<sup>3</sup> Data not comparable; payments for partial unemployment cover more than 1 week of unemployment.

<sup>4</sup> Payments for part-total unemployment included with payments for total unemployment in table 10.

bursed for each dollar deposited. Michigan, Nevada, New Mexico, Oklahoma, and Wyoming paid 75 cents or more for each dollar received. The lowest ratios of benefits to contributions were shown for Delaware, the District of Columbia, Hawaii, Missouri, and Wisconsin; each paid less than 30 cents for each dollar received.

The contributions deposited in 1939 by the 23 States which began to pay benefits in January 1938 rose almost 8 percent over 1938. These reserves would have been somewhat larger had not four States shifted from a monthly to a quarterly collection basis during 1939. Except for New York, Oregon, and Wisconsin, all States in this group deposited more contributions in 1939 than in 1938. The largest increase—more than 30 percent—occurred in Alabama; deposits increased between 25 and 30 percent in Connecticut, Maine, Tennessee, and Utah. The declines in New York and Oregon were due to the change to a quarterly collection basis; contributions in Wisconsin were lower than last year primarily because of the lower rates effective after the institution of experience rating.

With expanding employment and pay rolls in covered industries, the amount of benefits paid in 1939 decreased in all 23 States except California, Louisiana, and Texas. California attributed its increase to the extension of coverage, reduction of waiting period, and the longer period for which benefits were payable. The increase in Louisiana mainly reflected the more liberal benefit provisions which were effective for only five months of 1938; and in Texas the longer base period available to claimants in 1939 probably contributed to increased payments. Despite increased payments, disbursements were 50 cents or less for each dollar received in 1939 in California and Texas, and 61 cents for each dollar received in Louisiana. The declines<sup>1</sup> from 1938 in benefit payments were largest in Connecticut, West Virginia, and Wisconsin. The decrease in West Virginia reflected to some extent the effects of legislative changes which became effective April 1, 1939, such as the shift to annual earnings for determination of weekly benefit amounts and the payment of benefits for partial unemployment on a quarterly basis. An annual-earnings basis for

**Table 12.—Comparison of collections deposited, benefits charged, and ratio of benefits to collections, 1938 and 1939<sup>1</sup>**

[Data reported by State agencies, corrected to Jan. 17, 1940]

[Amounts in thousands]

State	Collections deposited			Benefits charged			Ratio (percent) of benefits to collections in—	
	1938	1939	Percentage change in 1939 from 1938	1938	1939	Percentage change in 1939 from 1938	1938	1939
Total, 23 States.....	\$447,366	\$482,310	+7.8	\$332,530	\$273,041	-17.9	74.3	56.6
Alabama <sup>2</sup> .....	6,507	8,497	+30.6	8,128	4,285	-47.3	124.9	80.4
Arizona <sup>2</sup> .....	1,733	2,154	+20.8	1,902	1,519	-20.1	106.7	70.5
California <sup>2</sup> .....	62,162	77,326	+24.4	25,715	38,546	+46.2	38.2	49.8
Connecticut <sup>2</sup> .....	12,883	16,684	+29.5	12,254	5,126	-58.2	95.1	30.7
District of Columbia.....	6,362	6,763	+6.3	1,672	1,422	-14.9	26.3	21.0
Louisiana.....	8,917	9,808	+10.0	4,007	5,934	+48.1	44.9	60.5
Maine <sup>2</sup> .....	3,166	4,094	+29.3	4,335	3,027	-33.3	143.2	73.9
Maryland <sup>2</sup> .....	10,154	12,108	+19.2	10,144	5,747	-43.3	99.9	47.5
Massachusetts <sup>2</sup> .....	35,951	37,786	+5.0	27,099	19,651	-27.5	75.4	52.0
Minnesota.....	12,067	14,285	+18.4	8,161	7,598	-6.9	67.6	53.2
New Hampshire <sup>2</sup> .....	2,746	2,846	+3.6	2,732	1,549	-43.3	99.5	54.4
New York <sup>2</sup> .....	125,238	116,235	-7.2	87,331	80,019	-8.4	69.7	68.8
North Carolina.....	9,781	11,147	+14.0	8,216	4,395	-46.5	84.0	39.4
Oregon <sup>2</sup> .....	6,014	5,670	-5.7	5,916	4,053	-31.5	98.4	71.5
Pennsylvania.....	65,958	78,587	+12.3	71,545	54,602	-23.7	102.3	69.5
Rhode Island <sup>2</sup> .....	8,168	8,171	(0)	9,293	5,746	-38.2	113.8	70.3
Tennessee <sup>2</sup> .....	6,769	8,696	+28.5	6,144	4,578	-25.5	90.8	52.6
Texas.....	21,741	22,567	+3.8	9,344	10,707	+14.6	43.0	47.4
Utah <sup>2</sup> .....	2,093	2,687	+28.4	2,461	1,694	-31.2	117.6	63.0
Vermont.....	1,415	1,526	+7.8	822	574	-30.2	58.1	37.6
Virginia <sup>2</sup> .....	8,294	10,099	+21.8	5,636	4,488	-20.4	68.0	44.4
West Virginia.....	8,928	9,974	+11.7	12,065	4,213	-65.1	135.1	42.2
Wisconsin.....	16,269	14,620	-10.1	9,408	3,567	-62.1	57.8	24.4

<sup>1</sup> See footnotes to table 1.

<sup>2</sup> Because of change from monthly to quarterly collection basis during 1938 or 1939, contributions deposited in corresponding periods are not strictly comparable.

New Hampshire, New York, Oregon, and Rhode Island changed in 1939; the other 10 changed in 1938.

<sup>3</sup> Increase of less than 0.1 percent.

determining weekly benefits was also inaugurated by Maine, North Carolina, and South Dakota. None of the 23 States paid out more than was received during 1939. The highest ratios of benefits to contributions, ranging from 70 to 74 cents for each dollar in contributions, were shown by

Arizona, Maine, Oregon, and Rhode Island. Ten additional States paid 50 cents or more for each dollar received since January 1939.

During 1939, public employment offices received more than 15 million applications for placements and filled 3.5 million jobs, 2.7 million of which

Table 13.—*Selected data on unemployment compensation activities, by States, 1939*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Number of claims received in local offices		Amount of benefit payments:		
	Initial	Continued	Number of new claims authorized	Type of unemployment:	
				All payments	Total
Total	9,757,503	4,560,729	4,343,087	\$429,819,308	\$397,801,953
Alabama	110,095	944,195	50,652	4,295,367	3,548,085
Alaska	4,063	22,369	2,840	346,149	323,750
Arizona	26,964	181,972	14,436	1,323,523	1,470,510
Arkansas	80,549	443,327	49,759	1,816,363	1,667,828
California	740,860	4,941,800	363,059	38,591,849	35,072,550
Colorado	70,578	440,576	35,199	3,471,434	3,154,902
Connecticut	154,055	751,640	871,514	5,121,494	4,840,594
Delaware	21,483	102,240	12,437	711,588	671,256
District of Columbia	23,298	263,208	16,446	1,430,715	1,333,028
Florida	116,528	742,552	53,981	3,504,100	3,061,893
Georgia	140,803	788,965	59,268	3,239,656	3,083,413
Hawaii	* 8,265	30,626	4,350	286,679	263,468
Idaho	30,602	268,270	* 11,338	2,170,252	* 429,132
Illinois	453,390	1,971,663	197,682	16,797,058	14,310,738
Indiana	129,392	1,400,486	98,934	10,254,330	8,968,833
Iowa	95,207	813,025	51,333	5,261,728	4,826,977
Kansas	73,651	393,543	36,415	2,288,232	2,037,340
Kentucky	142,930	985,776	65,447	4,866,622	4,798,898
Louisiana	132,917	922,262	69,149	5,939,987	5,337,592
Maine	104,037	656,699	43,778	3,044,164	2,574,090
Maryland	* 101,708	994,212	58,935	5,763,861	4,501,306
Massachusetts	515,332	2,423,953	* 194,001	19,694,108	19,621,556
Michigan	821,849	2,962,103	206,178	37,160,875	34,140,030
Minnesota	103,002	1,040,275	69,982	7,601,237	6,963,019
Mississippi	61,649	362,868	26,204	1,446,939	1,419,479
Missouri	198,670	1,188,282	89,473	5,464,683	5,003,386
Montana	18,072	91,221	9,513	745,210	765,002
Nebraska	45,341	226,177	20,741	1,304,517	1,281,474
Nevada	13,985	73,145	6,613	815,630	* 750,984
New Hampshire	39,300	318,484	23,177	1,582,880	1,331,936
New Jersey	* 375,775	2,252,818	208,018	14,910,924	14,880,114
New Mexico	36,097	176,399	11,760	1,226,364	1,131,304
New York	1,860,542	* 7,208,000	* 312,649	79,949,429	79,949,429
North Carolina	263,429	1,280,183	* 49,718	4,412,475	* 2,623,348
North Dakota	11,327	83,239	7,131	545,388	507,738
Ohio	361,044	3,668,892	221,755	23,687,438	20,621,605
Oklahoma	102,672	624,138	52,912	4,244,198	3,887,001
Oregon	125,202	541,201	44,433	4,072,895	3,655,502
Pennsylvania	648,631	6,446,200	644,891	54,675,766	52,615,321
Rhode Island	166,536	869,288	87,707	5,804,649	5,369,873
South Carolina	* 113,623	652,508	49,232	2,146,168	1,455,309
South Dakota	11,377	77,426	5,447	394,181	363,565
Tennessee	120,412	1,045,103	57,739	4,581,561	4,231,140
Texas	275,806	1,171,709	* 113,153	10,664,495	* 8,831,007
Utah	48,453	225,889	20,371	1,696,253	* 1,656,357
Vermont	21,323	101,909	7,357	574,678	525,825
Virginia	114,152	793,764	64,130	4,493,047	4,125,021
Washington	138,753	706,019	78,606	6,152,809	5,592,843
West Virginia	207,440	866,882	86,311	4,220,112	3,891,562
Wisconsin	815,564	705,459	* 132,621	3,675,481	3,369,936
Wyoming	21,275	110,611	11,264	1,153,770	964,604

<sup>a</sup> Unadjusted for returned or voided benefit checks.

<sup>b</sup> Excludes irregular payments for most States.

<sup>c</sup> Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i.e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940. In Nebraska provision for benefits for partial unemployment became effective June 1939.

<sup>d</sup> Data for January–March not reported by New York.

<sup>e</sup> Data for January not reported by Connecticut, Massachusetts, and Texas, for March by Idaho, for January–March by North Carolina, and for April–August by New York.

<sup>f</sup> Data for January not reported by Alaska, Nevada, and Texas, for January–March by North Carolina, and for January–May by Idaho.

<sup>g</sup> Benefits first payable July 1939.

<sup>h</sup> Excludes "additional" claims.

<sup>i</sup> Excludes "additional" claims for January–September.

<sup>j</sup> Payments for part-total unemployment included with payments for total unemployment.

<sup>k</sup> Includes claims for total and part-total unemployment only.

<sup>l</sup> Represents all initial claims authorized.

were in private employment. This volume of private placements represented a gain of 42 percent over the previous year and established a new high for private placements in the history of the service. A majority of the States showed gains of more than 40 percent in the volume of private placements; in seven States such placements were more than double the number made in 1938.

Nearly 9.8 million initial claims and 56.6 million continued claims were received in local offices during 1939. It is estimated that between

4.8 and 5.0 million persons received at least one benefit check during the year. Differences in State reporting, however, limit comparison of these data among the various States.

#### State Amendments

In January legislation to amend State unemployment compensation laws was proposed in eight States: Kentucky, Louisiana, Nebraska, New Jersey, New York, Rhode Island, South Carolina, and Virginia. In two of these States,

**Table 14.—Activities of public employment services in the United States, by States, 1939**

[Data reported by State agencies, corrected to Jan. 15, 1940]

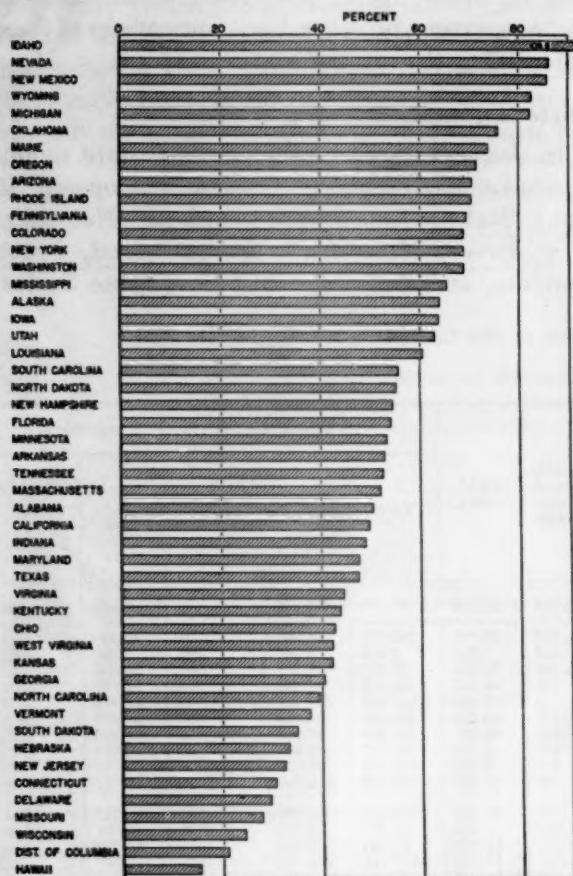
State	Complete placements				Supplemental placements	Field visits	Applications			Active file		
	Total	Private					Total	New		Dec. 31, 1939	Percentage change from Dec. 31, 1938	
		Number	Percentage change from 1938	Regular (over 1 month)	Public			Number	Percentage change from 1938			
Total.....	3,476,890	2,676,374	+42	1,206,583	800,516	1,037,994	2,108,230	15,005,149	6,379,344	-21	5,729,484	-21
Alabama.....	54,099	38,555	+18	23,342	15,544	11,940	25,763	248,371	98,684	-42	149,339	-1
Alaska.....	4,908	1,862	+65	636	3,046	314	1,624	9,849	5,435	+26	2,706	+66
Arizona.....	30,896	26,029	+64	17,382	4,867	30,103	13,529	76,315	34,711	-3	21,748	-4
Arkansas.....	53,896	41,340	+63	11,781	12,586	28,508	23,237	108,113	59,222	+3	57,167	-22
California.....	258,865	221,619	+31	102,347	37,246	48,012	127,220	1,347,030	846,785	-3	534,375	+67
Colorado.....	54,086	45,076	+30	15,912	9,010	4,723	30,436	196,201	65,663	+25	64,511	+38
Connecticut.....	53,762	42,455	+51	25,417	11,307	3,135	21,271	213,812	64,262	-60	81,230	-26
Delaware.....	18,165	14,150	+43	7,658	4,015	3,573	3,172	46,547	14,265	+10	11,535	-18
District of Columbia.....	40,643	36,081	+40	15,746	4,562	443	3,250	112,561	46,123	-23	34,170	-38
Florida.....	37,503	21,993	(1)	16,954	15,510	3,726	12,937	169,120	115,318	+116	80,907	-26
Georgia.....	90,222	55,888	+130	26,594	34,334	1,812	61,819	304,625	161,620	+30	187,783	+41
Hawaii.....	6,033	3,019	+105	1,353	3,014	3,230	1,922	18,175	13,757	+25	9,651	+59
Idaho.....	32,329	24,113	+39	8,378	8,216	4,761	17,390	72,622	26,820	-10	15,722	-30
Illinois.....	138,971	135,274	+6	62,147	3,697	3,361	75,063	517,745	273,513	+21	181,658	-40
Indiana.....	87,969	83,063	+56	47,330	4,306	18,435	42,588	451,040	183,917	-35	195,998	-11
Iowa.....	90,283	61,067	+36	22,857	20,296	3,167	46,239	212,300	75,903	-14	91,991	-9
Kansas.....	33,574	24,459	+100	9,932	9,415	4,112	37,459	169,752	62,110	+22	37,199	-44
Kentucky.....	33,255	20,300	+97	10,141	12,955	6,386	13,976	235,014	135,365	+67	75,853	-22
Louisiana.....	64,036	51,873	+69	34,202	12,163	9,902	50,284	254,435	98,780	-34	106,424	-12
Maine.....	24,487	16,463	+68	12,133	8,024	1,514	11,143	113,091	29,700	-52	33,987	-34
Maryland.....	43,480	31,534	+49	17,513	11,946	1,136	22,010	238,448	74,573	-43	59,441	-16
Massachusetts.....	40,965	28,741	+51	20,224	12,224	1,398	19,907	356,265	187,466	-26	180,168	-44
Michigan.....	130,543	101,634	+135	58,918	28,900	4,610	138,660	666,859	233,715	-58	209,003	-50
Minnesota.....	73,942	54,587	+18	27,992	19,355	7,459	58,300	228,422	84,601	-39	124,816	-30
Mississippi.....	64,190	23,875	+59	15,663	40,315	10,490	17,205	255,221	121,046	-19	84,790	-1
Missouri.....	80,674	66,980	+120	29,134	13,694	821	51,052	435,325	212,066	+54	158,546	-16
Montana.....	21,280	9,767	+22	5,844	11,513	3,549	16,504	54,211	17,252	-26	28,620	-14
Nebraska.....	38,827	16,609	+19	7,486	22,218	1,104	24,845	110,709	37,490	-3	47,894	+13
Nevada.....	12,832	9,823	-53	5,131	3,009	660	7,332	31,228	11,769	+53	6,591	+66
New Hampshire.....	25,230	18,618	+34	12,933	6,612	1,983	12,412	80,068	21,217	-52	21,706	-38
New Jersey.....	106,463	96,578	+159	58,348	6,885	4,832	141,058	503,089	294,048	+81	276,246	+18
New Mexico.....	26,688	21,315	-32	10,554	5,273	15,093	18,008	60,317	19,078	-19	35,397	-5
New York.....	247,284	202,174	+56	100,934	45,110	10,465	140,420	1,830,837	930,366	-25	549,096	-5
North Carolina.....	107,634	63,431	+11	36,362	44,203	9,542	24,437	311,801	130,546	-43	87,973	-43
North Dakota.....	36,738	31,290	+7	11,752	5,448	1,192	11,977	66,070	25,278	+4	23,576	-17
Ohio.....	148,514	128,932	+79	64,301	19,382	22,948	139,614	845,856	348,740	+8	250,954	-44
Oklahoma.....	60,477	46,169	+42	10,104	14,308	5,123	36,429	266,158	108,434	+36	87,153	+48
Oregon.....	70,167	50,460	+77	26,946	19,707	48,430	26,984	161,058	59,443	-45	42,071	-51
Pennsylvania.....	124,310	94,269	+32	61,502	30,041	13,548	122,937	1,270,220	398,149	-45	413,439	-50
Rhode Island.....	12,025	9,047	+12	5,821	2,978	638	9,410	96,305	45,305	-26	37,531	-46
South Carolina.....	37,373	15,900	+84	9,636	21,473	703	16,187	128,861	58,287	-39	104,579	-21
South Dakota <sup>1</sup> .....	14,121	8,718	(1)	2,361	5,403	985	6,635	37,948	13,254	-24	30,998	-13
Tennessee.....	61,106	46,579	+71	22,351	14,527	83,957	35,108	167,263	92,215	-12	134,731	-8
Texas.....	360,897	295,875	-4	81,388	65,022	567,565	226,644	654,692	330,271	-24	301,004	+35
Utah.....	19,523	15,004	+55	4,644	4,519	6,678	10,975	112,897	24,636	-22	23,437	+24
Vermont.....	14,033	9,069	+36	4,958	4,964	176	4,237	36,914	12,547	-41	15,540	-7
Virginia.....	74,212	44,332	+44	31,072	20,890	3,865	25,055	257,390	104,399	-32	52,720	+5
Washington.....	75,729	66,628	+313	22,314	9,101	8,484	32,596	228,603	84,490	+14	114,051	-16
West Virginia.....	41,370	29,591	+49	17,608	11,779	6,366	20,497	251,935	68,939	-63	74,733	-53
Wisconsin.....	85,736	63,801	+35	35,927	21,935	5,458	35,530	341,529	104,567	-37	168,713	+23
Wyoming.....	12,325	8,725	+20	3,443	5,600	450	4,257	42,847	13,144	+16	9,013	-3

<sup>1</sup> Florida State employment service suspended operations during 1938. Only public referrals made.

<sup>2</sup> State agency suspended operations July 28-Sept. 26, 1939, inclusive.

<sup>3</sup> Decrease of less than 1 percent.

**Chart VI.—Ratio of benefits to collections, by States, January–December 1939**



Louisiana and Nebraska, the bills were enacted into law.

**Louisiana.**—An act approved January 25 amends the Louisiana law to bring it into conformity with provisions of the Railroad Unemployment Insurance Act and with some of the 1939 changes in coverage in the Federal Unemployment Tax Act. Employment exclusions are amended to conform to Federal exclusions with respect to agricultural labor, casual labor, domestic service, nonprofit organizations not de-

signed to influence legislation, student nurses and internes, newsboys, insurance agents on a commission basis, Federal instrumentalities wholly owned by the United States, certain organizations exempt from the Federal income tax, and service for foreign governments and instrumentalities thereof.

The definition of wages is also amended to conform to the definition in the Federal act as to the exclusion of the following payments: (1) employer payments under private plans designed to provide for employees on account of retirement, sickness or accident disability, medical and hospitalization expense in connection therewith, or death; (2) employees' social security taxes paid by an employer without deduction from employees' pay; and (3) dismissal payments not legally required of an employer.

The definition of wages is further amended by providing that for benefit purposes "remuneration payable" shall mean "wages paid" to the extent the commissioner's regulations shall so prescribe.

**Nebraska.**—An amendment approved January 12 is, like the Louisiana amendment, designed to bring the Nebraska law into harmony with the 1939 changes in the Federal Unemployment Tax Act with respect to the exclusions of agricultural labor, domestic service, casual labor, nonprofit organizations not designed to influence legislation, student nurses and internes and certain other students, newsboys, insurance agents on a commission basis, agricultural, horticultural, and certain other organizations exempt from the Federal income tax, certain voluntary employees' beneficiary associations, and Federal and State instrumentalities.

The definition of wages, in conformity with the Federal definition, is amended to include only the first \$3,000 paid to an employee by an employer in a calendar year, and to exclude certain types of remuneration.

## RAILROAD UNEMPLOYMENT INSURANCE \*

The first half year of operation under the Railroad Unemployment Insurance Act was completed with the week ended December 29. During that period approximately 160,000 eligible em-

ployees (having credited railroad compensation of at least \$150 in 1938) experienced some unemployment and exercised their rights under the law (table 15). Of these, 150,891 became unemployed by December 15, long enough before the close of the period to have submitted one or more claims applying to a period of 15 consecutive days. A

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

total of 647,941 claims were received from these employees, of which 130,257 were certified for waiting-period credit. The total number of waiting-period certificates issued by December 15 was 119,688. The holders of these certificates, if they had sufficient unemployment after the waiting period, could qualify for benefits before the end of the year. However, only 96,793 claimants had actually been certified for one or more benefit payments during the period. Of these claimants, 3,366 had already exhausted their rights for the current benefit year, since they had been certified for a total of 80 daily benefit amounts each. The total number of certifications for the 96,793 employees was 385,450, amounting to \$5.8 million or an average of \$14.97. One certification is made for a period of 15 consecutive days with 8 or more days of unemployment; benefits at a daily benefit rate from \$1.75 to \$3.00 (depending upon the beneficiary's credited railroad compensation for the year 1938) are certified for each day of unemployment in excess of 7.

In the period of 4 weeks ended December 29, a

**Table 15.—Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, certificates of waiting-period credit issued, and benefit payments certified, June—December 1939**

Period	Appli-cations re-ceived	Claims re-ceived	Certificates of wait-ing-period credit issued	Benefit payments certified		
				Num-ber	Total amount	Aver-age amount
Cumulative through Dec. 29.	150,734	647,941	130,257	385,450	\$5,767,508	\$14.97
Cumulative through Dec. 1 <sup>1</sup>	138,608	534,155	110,400	310,320	4,629,535	14.92
Dec. 2-Dec. 29.	21,136	113,786	19,857	75,130	1,137,973	15.15
Week ended:						
Dec. 8	6,750	27,402	4,143	10,498	303,371	15.56
Dec. 15	5,534	26,710	5,145	17,750	263,066	14.82
Dec. 22	4,772	30,215	5,532	19,557	296,491	15.16
Dec. 29	4,071	29,459	5,037	18,325	275,105	15.01
Weekly averages:						
Period ended Sept. 1 <sup>2</sup>	8,965	26,151	8,158	12,838	191,372	14.91
Sept. 2-Sept. 29	2,457	27,960	3,735	21,737	317,349	14.60
Sept. 30-Oct. 27	2,223	21,223	2,061	15,658	233,302	14.90
Oct. 28-Dec. 1	4,253	20,413	2,759	14,175	217,406	15.34
Dec. 2-Dec. 29	5,384	28,447	4,964	18,873	284,493	15.07

<sup>1</sup> For weekly figures for the period through Dec. 1, see the *Bulletin*, January 1940, p. 63, table 11, and the reference given in footnote 1 to that table.

<sup>2</sup> Revised. Number of claims received in week ended Nov. 10 was 17,720 rather than 17,724 reported in the *Bulletin*, January 1940, p. 63, table 11.

<sup>3</sup> Number of weeks used to obtain weekly averages for period ended Sept. 1 is as follows: for applications, 11 (June 16-Sept. 1); for claims and certificates of waiting-period credit, 9 (July 1-Sept. 1); for benefit payments, 7 (July 16-Sept. 1).

**Table 16.—Railroad unemployment insurance: Average benefit payment, average daily benefit amount, and average number of compensable days of unemployment for benefit certifications, Sept. 2-Dec. 1, 1939<sup>1</sup>**

Period	Aver-age benefit pay-ment	Aver-age daily benefit amount	Aver-age num-ber of com-pen-sable days	Percent of certifi-cations	
				With 8 to 14 days of unemploy-ment	With 15 days of unemploy-ment
Sept. 2-Sept. 29	\$14.60	\$2.32	6.31	44.1	55.9
Sept. 30-Oct. 27	14.90	2.29	6.48	41.5	58.5
Oct. 28-Dec. 1	15.34	2.26	6.72	36.8	63.2
Week ended:					
Nov. 3	15.48	2.27	6.71	36.4	63.6
Nov. 10	14.96	2.27	6.58	40.0	60.0
Nov. 17	15.47	2.26	6.73	36.3	63.7
Nov. 24	15.42	2.26	6.80	35.4	64.6
Dec. 1	15.38	2.26	6.77	36.1	63.9

<sup>1</sup> All data except average benefit payment are based on 20-percent sample of benefit certifications for each day in each regional office. For weekly figures applying to earlier months, see earlier issues of this table.

total of 113,786 unemployment claims were received from railroad workers. The increase in the claim load which became clearly marked by the middle of November continued throughout December, so that the average number of claims received per week was substantially higher in December than in the preceding month. The weekly average in December was approximately the same as in August and September; in that period claims were received in large number from workers who were unemployed in the latter part of June, when railroad unemployment insurance operations began, and continued unemployed for some months thereafter. The number of claims received indicates that unemployment among eligible employees in the industry increased from an average of about 41,000 in the second half of October and the first half of November to an average of about 57,000 in the second half of November and the first half of December. This increase is consistent with the drop in the number of employees of class I railroads reported by the Interstate Commerce Commission; according to this source the number of employees at the middle of December was about 1,009,500 as compared with about 1,038,400 at the middle of November.

In the 4 December weeks the receipts of applications for certificate of benefit rights were also considerably larger than in November, when the weekly average was nearly double the weekly receipts for September and October. An application for certificate of benefit rights is submitted on

**Table 17.—Railroad unemployment insurance: Number and amount of benefit payments certified, by State of residence of beneficiary, Oct. 28-Dec. 1, 1939<sup>1</sup>**

State	Number	Amount
Total	70,875	\$1,067,329
Alabama	1,543	22,564
Arizona	424	7,236
Arkansas	1,242	19,716
California	3,449	58,773
Colorado	976	15,055
Connecticut	210	3,025
Delaware	112	1,863
District of Columbia	261	3,847
Florida	3,112	48,209
Georgia	1,579	23,332
Idaho	255	3,792
Illinois	6,899	106,682
Indiana	1,804	27,411
Iowa	1,656	24,060
Kansas	2,008	31,738
Kentucky	1,421	20,754
Louisiana	1,421	20,037
Maine	828	13,130
Maryland	373	5,560
Massachusetts	1,083	16,005
Michigan	1,446	21,535
Minnesota	2,172	33,491
Mississippi	809	13,065
Missouri	2,785	43,539
Montana	434	6,742
Nebraska	766	12,030
Nevada	102	1,644
New Hampshire	133	1,855
New Jersey	1,339	21,171
New Mexico	271	4,395
New York	6,123	94,940
North Carolina	894	14,164
North Dakota	659	9,553
Ohio	2,192	31,523
Oklahoma	1,773	28,897
Oregon	618	10,553
Pennsylvania	4,614	64,395
Rhode Island	66	925
South Carolina	669	10,094
South Dakota	291	4,073
Tennessee	1,415	21,855
Texas	4,896	74,430
Utah	378	5,736
Vermont	194	3,334
Virginia	1,349	20,747
Washington	685	11,196
West Virginia	772	12,989
Wisconsin	1,548	23,781
Wyoming	250	4,082
Outside continental United States	516	8,106

<sup>1</sup> Based on 20-percent sample of benefit certifications for each day in each regional office.

the first day of unemployment before a benefit year begins and is followed, after a period of 2 weeks, by the first claim covering a period of 15 consecutive days. The large volume of applications in November and the early part of December accounts in part for the increase in claims receipts in December; comparison of the weekly figures for applications and claims received shows that about 19 percent of all claims received in December were submitted by employees who, during the period of railroad unemployment insurance operations, have become unemployed for the first

time since the middle of November. Continuation of applications on a high level also suggests that the volume of claims received for some time after the end of the year will probably remain high.

Because of the increase in the number of claims in December the number of certifications for benefit payments has also increased. The average number per week in December was 18,873 as compared with the weekly average of 14,175 in the preceding month. This increase is relatively not as large as the rise in claims receipts because a fraction of the claims was originated by employees who had not yet served the waiting period required by law. For this reason there was a relatively large increase in the number of certificates of waiting-period credit issued in December. The average weekly figure for such certificates rose from 2,759 in November to 4,964 in December.

The total amount of benefits certified in the 4 December weeks was \$1.1 million. The average of \$15.15 per certification is about 1 percent below the average for November and about 2 percent above the average for the entire period of operation. The decline in the average per certification from November is probably due to a decrease in the average daily benefit amount because of the inclusion of an increasing proportion of certifications for maintenance of way laborers, whose credited compensation in 1938 was low. The data on certifications in November (table 16), show that already in that month the average daily benefit amount was lower than in October or in September.

As may be seen from table 16 which is based on a 20-percent sample of certifications, the average number of days of unemployment per certification (and therefore the average number of compensable days) was larger in November than in the preceding 2 months. The rise in the average days of unemployment was more pronounced for the certifications made in the second half of November, the period during which an appreciable increase was found also in the claims load.

In table 17 the number of benefit certifications and the amount of benefits for the 5-week period ended December 1 is shown by State of residence of beneficiary. The figures are calculated from a tabulation of the 20-percent sample of certifications.

# PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF PUBLIC ASSISTANCE RESEARCH

## PUBLIC ASSISTANCE AND EARNINGS UNDER FEDERAL WORK PROGRAMS IN THE UNITED STATES, 1933-39

DURING THE years 1933-39, expenditures in the continental United States from Federal, State, and local funds for payments to recipients under public programs providing assistance and employment totaled \$19.5 billion. This aggregate amount excludes all costs of administering the various programs and of materials, equipment, and supplies required for the operation of work projects.

Of the total sum expended in the 7-year period, payments under assistance programs accounted for \$7.4 billion and earnings under Federal work programs for \$12.1 billion. The assistance programs include the special types of assistance for

the needy aged, dependent children, and the needy blind; general relief; subsistence payments to farm families; and special programs of the Federal Emergency Relief Administration. Except for relatively small amounts of earnings under the special programs of the FERA, payments under the assistance programs represent the amounts required to meet the needs of recipients as determined on the basis of budget deficits, flat grants minus income, or some other plan. Work programs operated by the Federal Government to combat unemployment include the programs of the Work Projects Administration, the Civilian Conservation Corps, and the National Youth

Chart I.—Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933-December 1939 (see table 2)

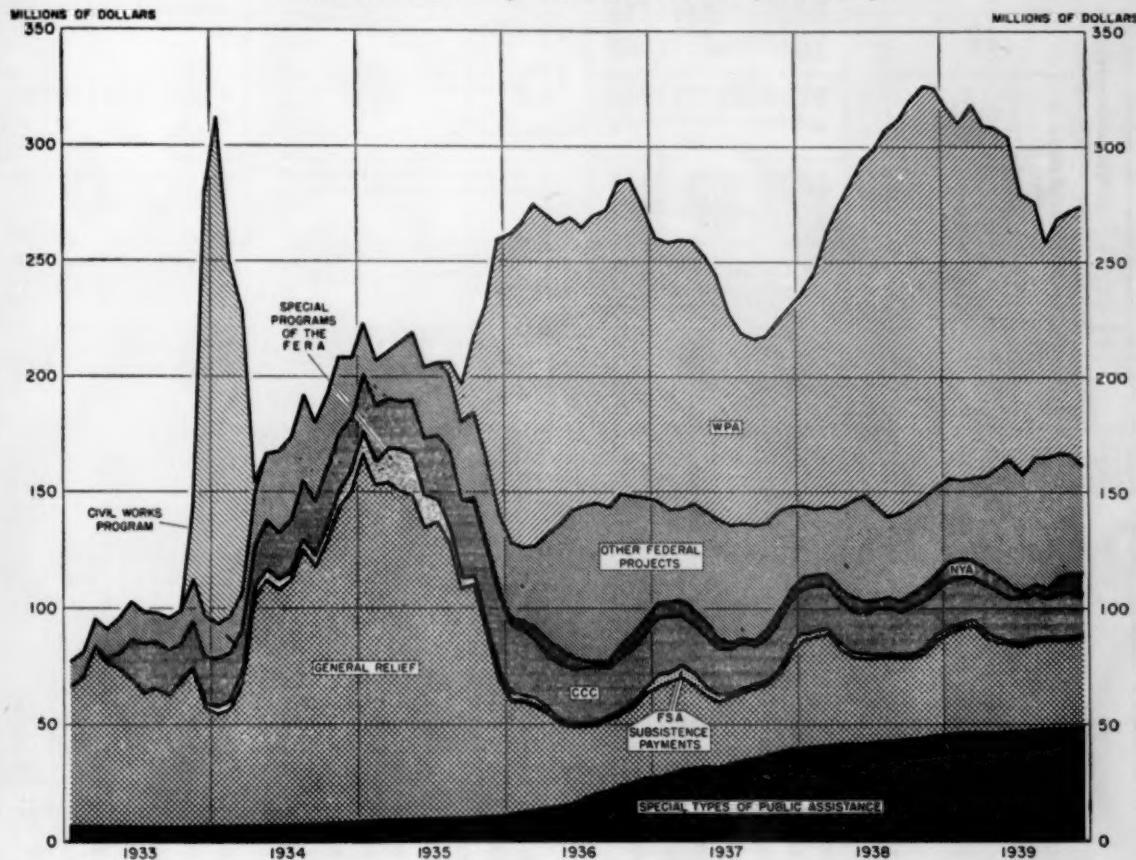


Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by 6-month periods, January 1933–December 1939.<sup>1</sup>

Period	Obligations incurred for—				Earnings of persons employed under Federal work programs				
	All public assistance and earnings of persons employed under Federal work programs		Special types of public assistance		Subsidies paid by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration	Work Projects Administration	Other Federal work and construction projects
	Old-age assistance	Aid to dependents	Aid to children	Aid to the blind					
Amount (in thousands)									
\$543,107	\$13,425	\$20,722	\$2,101	\$403,200	\$2,006	\$24,853	-----	-----	\$75,940
1,265,051	12,646	18,752	2,338	355,552	1,687	115,883	-----	-----	89,607
1,280,409	14,317	20,254	2,257	464,941	25,123	118,421	-----	-----	131,037
1,185,918	17,927	20,432	3,526	735,410	36,946	142,036	-----	-----	503,059
1,279,736	20,105	20,888	3,890	652,878	85,294	139,491	-----	-----	190,821
1,315,029	35,861	21,139	4,060	580,302	29,702	\$2,541	103,360	\$6,364	148,400
1,607,400	52,763	23,236	6,021	248,750	2,688	12,502	17,209	\$12,249	205,452
1,651,372	102,478	26,226	6,792	190,736	1,186	7,563	139,112	9,120	810,900
1,534,469	141,305	32,322	7,068	211,684	407	26,959	131,504	18,491	376,888
1,324,910	169,136	38,931	8,603	195,197	197	8,935	114,252	5,237	265,220
1,598,195	181,038	46,556	9,412	256,270	-----	13,491	111,236	12,175	274,070
1,888,963	201,348	50,891	9,742	210,922	-----	10,094	119,082	17,405	208,954
1,866,784	211,085	55,985	10,088	252,838	-----	12,423	118,477	14,022	228,147
1,627,006	218,981	58,769	10,339	225,905	-----	6,627	112,036	8,452	85,039
July–December	-----	-----	-----	-----	-----	-----	20,638	624,476	311,760
Percentage distribution									
100.0	2.6	3.8	0.5	74.2	0.4	4.6	-----	-----	14.0
100.0	1.5	2.4	0.4	48.6	4.5	14.2	-----	-----	26.4
100.0	1.1	1.6	0.3	36.3	2.0	9.2	-----	-----	11.0
100.0	1.6	1.8	0.3	63.0	3.1	12.3	-----	-----	39.3
100.0	2.3	1.6	0.3	66.6	6.7	10.9	-----	-----	17.3
100.0	2.7	1.6	0.3	44.1	2.3	0.2	14.7	0.5	11.6
100.0	3.3	1.4	0.4	15.5	2.2	0.8	9.5	1.1	15.5
100.0	6.2	1.6	0.4	11.5	1.1	0.5	8.4	0.7	16.3
100.0	9.2	2.1	0.5	(?)	1.8	0.5	8.6	1.0	22.8
100.0	12.7	2.9	0.7	14.6	0.7	0.7	8.6	1.2	17.3
100.0	11.9	2.9	0.6	16.0	0.6	0.8	7.0	1.0	20.5
100.0	10.6	2.7	0.6	11.6	0.6	0.8	6.3	1.1	13.1
100.0	11.3	3.0	0.5	12.5	0.7	0.7	6.3	1.3	12.1
100.0	13.4	3.6	0.6	14.1	0.4	0.9	5.8	1.4	13.2
July–December	-----	-----	-----	-----	-----	0.5	1.6	38.4	10.2
Amount per inhabitant <sup>2</sup>									
\$1,32	\$0.11	\$0.16	\$0.02	\$3.21	\$0.02	\$0.20	-----	-----	\$0.60
6,48	10	16	0.02	2.83	0.03	0.92	-----	-----	\$1.71
10.11	11	16	0.03	3.67	0.20	1.94	-----	-----	1.03
9.13	14	16	0.03	5.51	0.35	1.13	-----	-----	3.97
10.04	23	16	0.03	6.69	0.67	1.03	-----	-----	(?)
10.31	25	17	0.03	4.35	0.23	\$0.02	1.03	-----	1.16
12.82	41	18	0.05	1.94	0.02	0.10	1.19	-----	2.04
12.80	80	20	0.05	4.48	0.01	0.06	0.08	0.13	2.93
11.87	109	20	0.06	1.64	(?)	0.21	0.02	0.14	2.05
10.35	31	30	0.07	1.51	-----	0.07	0.08	0.11	2.12
12.90	48	36	0.07	1.96	-----	0.10	0.05	0.13	1.62
14.61	55	39	0.08	1.70	-----	0.07	0.02	0.19	1.77
14.44	64	43	0.08	1.96	-----	0.10	0.02	0.11	1.90
12.50	69	45	0.08	1.77	-----	0.08	0.07	0.20	2.41

\* Less than 1 cent.

<sup>1</sup> Based on total population estimated by the U. S. Bureau of the Census as of July 1 of each year except 1935 and 1936 which are based on estimated populations as of July 1, 1937.

<sup>2</sup> See footnotes to table 2.

<sup>3</sup> Less than 0.1 percent.

Administration; other Federal work and construction projects; and the Civil Works Program, which was operated for a short period in 1933-34. Under the various Federal work programs, earnings are governed by wage rates and hours of employment rather than by family or individual need.

Since 1933 there has been marked growth in total payments for public assistance and earnings under Federal work programs. This expansion and the pronounced changes that have occurred in the total structure for providing assistance and employment in the United States are indicated by chart I, which shows the course of monthly expenditures from January 1933 through December 1939. Monthly data on expenditures and on recipients of public assistance and persons employed under the various programs are presented in tables 2 and 3.

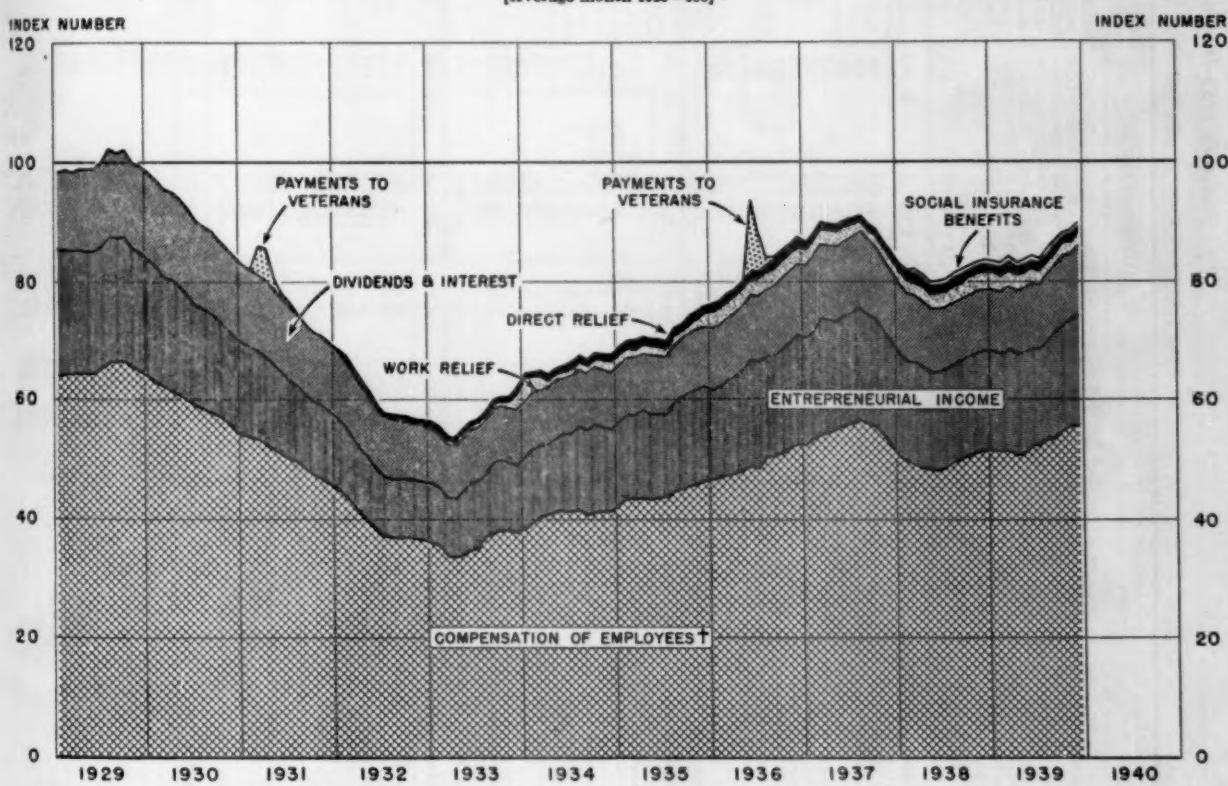
Total annual expenditures for assistance and earnings moved upward from \$1.4 billion in 1933

to \$3.5 billion in 1938 and 1939. Only in 1937 was the total sum expended below the level of the previous year. Annual payments per inhabitant increased from about \$11 in 1933 to more than \$25 in 1936, declined to about \$22 in 1937, and rose to about \$27 in 1938 and 1939. Although payments for assistance and earnings under Federal work programs have increased markedly in recent years, the share which such payments comprise of total income payments in the United States has remained comparatively small. Chart II indicates the relative importance of different types of income payments, including those for assistance and earnings under work programs, during the period 1929-39.

The upward trend in expenditures does not accurately reflect the incidence of the need for public aid among the total population, since, during these years, there has been a substantial increase in the adequacy of payments to families and individuals. Monthly data on the estimated

**Chart II.—Index of income payments in the continental United States, January 1929—December 1939**

[Average month 1929=100]<sup>1</sup>



<sup>1</sup> Based on total population estimated by the U. S. Bureau of the Census as of July 1 of each year except 1933 and 1939 which are based on estimated population as of July 1, 1937.

<sup>2</sup> Excludes work relief.

Source: U. S. Department of Commerce, National Income Division.

**Table 2.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1933–December 1939<sup>1</sup>**

January 1933-Bulletin of 1933.

January	11,429	817	48,249	817	2,788	20,702	2,028	1,061	134,297
February	12,452	477	44,744	331	3,151	24,858	3,060	2,153	140,672
March	15,089	445	49,213	2,014	22,575	3,265	2,903	147,930	131,114
April	14,270	271	45,271	1,307	24,348	3,580	2,866	138,834	31,116
May	14,839	365	46,140	1,307	23,515	1,842	3,070	130,241	46,034
June	15,800	338	324	945	23,496	1,742	3,070	124,956	63,807
July	16,811	305	40,945	201	563	24,629	1,742	121,621	60,541
August	18,436	206	30,306	184	896	23,629	7	12,582	67,845
September	20,770	20	20,067	190	1,448	20,903	342	2,729	125,068
October	21,622	30,183	23,527	180	1,367	23,133	2,516	2,787	128,971
November	23,435	25,092	32,039	191	1,416	24,006	3,122	2,933	135,182
December	274,315	26,704	36,435	230	12,174	22,945	3,132	3,029	136,789
<b>1937 total</b>									<b>639,299</b>
<b>2,860,370</b>	<b>307,866</b>	<b>403,881</b>	<b>467</b>	<b>35,894</b>	<b>245,756</b>	<b>24,287</b>	<b>32,664</b>	<b>1,186,266</b>	
<b>January</b>	<b>260,464</b>	<b>27,802</b>	<b>37,985</b>	<b>209</b>	<b>11,5,684</b>	<b>24,485</b>	<b>2,987</b>	<b>114,838</b>	
<b>February</b>	<b>258,303</b>	<b>28,876</b>	<b>39,260</b>	<b>120</b>	<b>11,5,753</b>	<b>24,158</b>	<b>3,227</b>	<b>116,947</b>	
<b>March</b>	<b>259,305</b>	<b>30,238</b>	<b>39,813</b>	<b>120</b>	<b>11,5,833</b>	<b>21,238</b>	<b>3,316</b>	<b>116,912</b>	
<b>April</b>	<b>255,944</b>	<b>31,125</b>	<b>35,745</b>	<b>120</b>	<b>5,260</b>	<b>21,228</b>	<b>3,347</b>	<b>113,831</b>	
<b>May</b>	<b>253,149</b>	<b>31,692</b>	<b>36,615</b>	<b>120</b>	<b>3,671</b>	<b>21,039</b>	<b>3,642</b>	<b>112,178</b>	
<b>June</b>	<b>241,303</b>	<b>31,462</b>	<b>28,229</b>	<b>120</b>	<b>3,286</b>	<b>19,359</b>	<b>1,062</b>	<b>9,920</b>	
<b>July</b>	<b>227,288</b>	<b>35,015</b>	<b>29,025</b>	<b>120</b>	<b>941</b>	<b>19,334</b>	<b>0</b>	<b>2,491</b>	
<b>August</b>	<b>219,067</b>	<b>34,096</b>	<b>29,935</b>	<b>120</b>	<b>1,346</b>	<b>19,439</b>	<b>2,345</b>	<b>82,778</b>	
<b>September</b>	<b>216,419</b>	<b>35,576</b>	<b>30,274</b>	<b>120</b>	<b>1,197</b>	<b>16,312</b>	<b>2,165</b>	<b>81,146</b>	
<b>October</b>	<b>217,751</b>	<b>36,625</b>	<b>30,729</b>	<b>120</b>	<b>1,396</b>	<b>18,379</b>	<b>1,590</b>	<b>81,369</b>	
<b>November</b>	<b>224,386</b>	<b>38,004</b>	<b>33,981</b>	<b>120</b>	<b>1,779</b>	<b>20,876</b>	<b>1,077</b>	<b>2,263</b>	
<b>December</b>	<b>229,909</b>	<b>38,385</b>	<b>41,243</b>	<b>120</b>	<b>2,276</b>	<b>19,912</b>	<b>2,036</b>	<b>2,420</b>	
<b>3,487,188</b>	<b>508,985</b>	<b>476,201</b>			<b>22,587</b>	<b>200,318</b>	<b>19,988</b>	<b>41,560</b>	<b>1,722,277</b>
<b>3,487,188</b>	<b>508,985</b>	<b>476,201</b>							<b>28,550</b>
<b>January</b>	<b>237,244</b>	<b>40,103</b>	<b>46,404</b>		<b>2,294</b>	<b>19,940</b>	<b>1,990</b>	<b>2,532</b>	
<b>February</b>	<b>245,810</b>	<b>40,573</b>	<b>47,207</b>		<b>2,473</b>	<b>19,401</b>	<b>2,166</b>	<b>2,638</b>	
<b>March</b>	<b>263,210</b>	<b>41,284</b>	<b>47,471</b>		<b>2,577</b>	<b>18,336</b>	<b>2,023</b>	<b>2,769</b>	
<b>April</b>	<b>273,946</b>	<b>41,478</b>	<b>41,113</b>		<b>2,825</b>	<b>18,311</b>	<b>2,235</b>	<b>2,766</b>	
<b>May</b>	<b>283,821</b>	<b>41,740</b>	<b>37,337</b>		<b>2,156</b>	<b>18,014</b>	<b>2,406</b>	<b>1,716</b>	
<b>June</b>	<b>294,340</b>	<b>41,825</b>	<b>38,747</b>		<b>1,756</b>	<b>17,174</b>	<b>1,550</b>	<b>3,585</b>	
<b>July</b>	<b>298,900</b>	<b>42,423</b>	<b>35,960</b>		<b>1,291</b>	<b>19,848</b>	<b>0</b>	<b>3,701</b>	
<b>August</b>	<b>307,207</b>	<b>42,815</b>	<b>36,214</b>		<b>1,177</b>	<b>20,324</b>	<b>0</b>	<b>3,903</b>	
<b>September</b>	<b>312,264</b>	<b>43,266</b>	<b>35,406</b>		<b>1,231</b>	<b>18,767</b>	<b>211</b>	<b>3,930</b>	
<b>October</b>	<b>320,290</b>	<b>43,703</b>	<b>34,933</b>		<b>1,492</b>	<b>20,476</b>	<b>1,980</b>	<b>4,028</b>	
<b>November</b>	<b>325,885</b>	<b>44,268</b>	<b>36,476</b>		<b>1,703</b>	<b>20,514</b>	<b>2,406</b>	<b>4,163</b>	
<b>December</b>	<b>324,651</b>	<b>45,347</b>	<b>40,965</b>		<b>2,262</b>	<b>19,252</b>	<b>2,417</b>	<b>4,400</b>	
<b>3,493,582</b>	<b>566,000</b>	<b>491,723</b>			<b>19,050</b>	<b>230,513</b>	<b>22,644</b>	<b>51,505</b>	<b>1,608,433</b>
<b>3,493,582</b>	<b>566,000</b>	<b>491,723</b>							<b>56,082</b>
<b>January</b>	<b>316,269</b>	<b>45,916</b>	<b>43,679</b>		<b>2,301</b>	<b>20,642</b>	<b>2,260</b>	<b>3,347</b>	
<b>February</b>	<b>310,104</b>	<b>46,208</b>	<b>45,027</b>		<b>2,377</b>	<b>20,650</b>	<b>2,457</b>	<b>4,472</b>	
<b>March</b>	<b>318,466</b>	<b>46,386</b>	<b>45,589</b>		<b>2,492</b>	<b>18,103</b>	<b>2,446</b>	<b>4,461</b>	
<b>April</b>	<b>320,358</b>	<b>47,211</b>	<b>41,528</b>		<b>2,242</b>	<b>19,974</b>	<b>2,494</b>	<b>3,318</b>	
<b>May</b>	<b>326,945</b>	<b>46,167</b>	<b>39,236</b>		<b>1,687</b>	<b>20,432</b>	<b>2,494</b>	<b>4,286</b>	
<b>June</b>	<b>304,523</b>	<b>47,062</b>	<b>37,040</b>		<b>1,284</b>	<b>18,637</b>	<b>1,926</b>	<b>2,993</b>	
<b>July</b>	<b>47,529</b>	<b>47,271</b>	<b>36,277</b>		<b>1,629</b>	<b>19,817</b>	<b>0</b>	<b>2,681</b>	
<b>August</b>	<b>270,477</b>	<b>47,767</b>	<b>35,241</b>		<b>1,211</b>	<b>18,872</b>	<b>5</b>	<b>1,445</b>	
<b>September</b>	<b>288,070</b>	<b>47,947</b>	<b>36,605</b>		<b>846</b>	<b>17,697</b>	<b>306</b>	<b>1,222</b>	
<b>October</b>	<b>268,500</b>	<b>47,900</b>	<b>35,711</b>		<b>876</b>	<b>10,308</b>	<b>2,340</b>	<b>6,433</b>	
<b>November</b>	<b>271,000</b>	<b>48,271</b>	<b>35,259</b>		<b>1,166</b>	<b>19,321</b>	<b>2,946</b>	<b>6,850</b>	
<b>December</b>	<b>273,369</b>	<b>48,677</b>	<b>38,728</b>		<b>1,710</b>	<b>17,621</b>	<b>2,945</b>	<b>6,428</b>	
<b>3,493,582</b>	<b>566,000</b>								<b>4,000</b>

<sup>1</sup> Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partially estimated and subject to revision.

<sup>2</sup> Figures for January 1938-January 1939 represent payments from State and local funds only.

<sup>3</sup> Figures for subsequent months represent payments to recipients under the Federal, State, and local funds of the Social Security Act and from the 3 special types of public assistance under the Social Security Act not participating under the act.

<sup>4</sup> Figures for January 1938-March 1939 from the W.P.A., Division of Statistics. Figures for April-June 1939 represent obligations incurred for direct relief, and earnings of relief and nominal persons (other than administrative employees) employed under the general relief program of the FERA; they also include an estimated amount of obligations incurred for relief extended to cases by local authorities from public funds under the poor law.

<sup>5</sup> Figures from the W.P.A., Division of Statistics; include obligations incurred for relief extended to cases under emergency education, student aid, rural rehabilitation, and transient programs of the FERA; include obligations largely financed from FERA funds.

<sup>6</sup> Figures from the F.S.A.; represent net amount of emergency grant vouchers certified to cases and value of commodities distributed by the F.S.A. during month.

<sup>7</sup> Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects from Federal funds. Figures for the OCO include earnings of enrolled persons only.

<sup>8</sup> Figures estimated by the OCO by multiplying average monthly number of persons enrolled by average of \$70 for each month through June 1939, \$67 for July-October, and \$66.26 for November and December. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>9</sup> Figures for September 1935-June 1939 from the N.Y.A., Division of Statistics, for subsequent months from the N.Y.A.; represent earnings during all pay-roll periods ended during month.

<sup>10</sup> Figures from the W.P.A., Division of Statistics; represent earnings of persons employed on projects financed by W.P.A. funds and cover all pay-roll periods ended during month.

<sup>11</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during month.

<sup>12</sup> Figures from the W.P.A., Division of Statistics; represent estimated total earnings during month of persons employed under the Civil Works Program.

<sup>13</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

<sup>14</sup> Less than \$1,000.

Table 3.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1933–December 1939.*<sup>1</sup>

[In thousands]

Year and month	Estimated unduplicated total, Households	Recipients of special types of public assistance, <sup>2</sup>			Cases aided under special programs of the Federal Emergency Relief Administration, <sup>3</sup>	Cases for which sub- sistence payments were cer- tified by the Farm Security Adminis- tration, <sup>4</sup>	Persons employed under Federal work programs <sup>5</sup>			Civil Works Pro- gram 12
		Old- age assistance, Fami- lies		Aid to depend- ent children and Chil- dren			National Youth Administration, <sup>6</sup>	Work Projects Ad- ministration, <sup>7</sup>	Other Federal work and construction proj- cts 11	
		Persons in these house- holds	Old- age assistance	Aid to the blind			Student aid	Work projects operated by the WPA	Projects operated by other Federal agencies	
1933										
January	4,636	18,076	116	112	280	25	4,247	65		152
February	4,908	19,080	116	108	270	24	4,612	65		144
March	5,526	21,539	112	113	283	24	5,087	84		168
April	5,646	21,986	110	111	278	24	5,185	67		190
May	5,403	20,966	109	111	278	24	5,849	67		221
June	5,032	19,485	108	108	270	24	4,328	64		237
July	4,787	18,186	106	106	272	25	4,062	68		208
August	4,628	17,941	105	110	272	24	3,940	63		185
September	4,205	16,215	105	111	277	24	3,580	64		211
October	4,356	16,438	104	111	277	25	3,647	67		257
November	5,648	20,735	105	111	277	24	4,037	77		323
December	7,230	25,573	107	112	286	25	3,246	101		3,597
1934										
January	8,019	28,228	123	110	275	27	3,135	131		292
February	8,011	26,183	123	109	272	26	3,264	160		285
March	7,268	25,973	125	111	277	26	3,270	220		2,609
April	6,436	23,182	125	109	273	27	4,656	259		375
May	5,869	21,387	128	110	275	26	4,636	267		1,105
June	5,817	21,170	130	109	272	29	4,508	280		23
July	5,984	21,170	134	110	275	32	4,603	265		(6)
August	6,260	22,905	141	110	275	32	4,841	323		683
September	6,283	22,771	145	109	272	31	4,877	384		496
October	6,375	22,840	154	111	277	33	4,920	434		471
November	5,552	23,431	164	111	277	33	6,096	451		384
December	6,746	24,261	206	113	280	33	6,367	447		
1935										
January	6,934	24,825	240	108	270	23	5,579	400		348
February	6,836	24,572	256	107	267	32	5,542	472		347
March	5,885	24,465	203	108	270	32	5,466	603		361
April	6,823	24,068	274	110	275	33	6,313	646		413
May	6,735	23,646	281	110	275	33	6,130	627		447
June	6,404	22,457	293	108	270	33	4,829	657		444
July	6,180	21,817	302	110	275	34	4,663	458		220
August	6,175	21,627	314	110	275	33	4,515	389		374
September	6,792	20,153	326	110	275	33	4,191	240		506
October	5,836	20,000	347	112	282	35	3,905	169		1,815
November	6,731	19,604	359	113	282	34	3,737	130		2,667
December	6,083	20,968	378	117	286	35	2,886	92		458
1936										
January	6,053	20,910	430	123	304	37	2,219	40	151	426
February	6,184	21,336	473	132	328	41	2,139	27	139	360
March	6,192	21,256	505	132	328	42	2,011	23	172	303
April	5,960	20,384	671	144	350	42	1,828	15	108	417
May	6,688	19,183	607	149	360	43	1,658	13	66	348
June	5,545	18,549	650	156	382	44	1,556	11	62	336
July	5,470	18,095	788	156	388	42	1,453	10	41	300
August	5,582	18,472	807	148	362	43	1,434	9	60	338
September	5,715	18,819	899	140	346	44	1,389	77	63	167
October	5,905	18,187	973	154	379	44	1,398	9	88	330
November	6,041	18,351	1,035	158	389	45	1,406	11	93	343
December	6,056	1,035	1,106						11	125

January	1937	February	March	April	May	June	July	August	September	October	November	December
5,973	19,106	411	1,662	10	390	417	1,327	1,185	11,235	1,180	1,185	544
5,858	18,775	421	1,726	6	345	427	1,246	1,152	11,229	1,182	1,185	477
6,008	19,035	426	1,684	6	303	440	1,252	1,125	11,223	1,182	1,185	470
5,875	18,366	483	1,550	49	300	442	1,125	1,075	11,220	1,192	1,192	512
5,669	17,452	460	1,382	49	291	424	2,018	2,018	11,175	1,192	1,192	560
5,388	16,669	473	1,277	50	277	424	1,173	1,174	11,175	1,192	1,192	558
5,885	14,782	462	1,257	50	276	425	1,150	1,150	11,175	1,192	1,192	558
4,782	14,408	432	1,271	50	278	416	1,133	1,133	11,175	1,192	1,192	544
4,096	13,985	467	265	67	233	36	1,142	1,142	11,175	1,192	1,192	522
4,838	14,163	503	270	71	263	344	1,123	1,123	11,175	1,192	1,192	499
4,992	14,025	541	260	544	268	283	1,127	1,127	11,175	1,192	1,192	463
5,338	15,967	577	228	545	100	284	1,136	1,136	11,175	1,192	1,192	404
January	1938	February	March	April	May	June	July	August	September	October	November	December
5,771	17,406	1,600	234	575	57	108	285	310	1,460	1,901	1,901	334
6,059	18,538	623	393	60	1,906	320	1,152	1,152	1,901	310	310	310
6,490	19,967	1,646	247	610	60	1,994	320	320	1,152	2,061	2,061	357
6,378	20,357	603	252	622	60	1,815	320	327	1,152	2,019	2,019	357
6,686	20,865	1,777	250	630	62	1,606	320	334	1,152	2,038	2,038	361
6,684	20,774	1,657	258	638	62	1,648	320	329	1,152	2,038	2,038	487
6,836	20,180	1,707	260	640	61	1,610	320	329	1,152	2,038	2,038	541
6,772	21,191	1,716	265	651	64	1,581	320	329	1,152	2,038	2,038	400
6,812	21,216	1,731	268	659	65	1,526	320	329	1,152	2,038	2,038	338
7,074	21,757	1,746	271	664	65	1,496	320	329	1,152	2,038	2,038	365
7,162	21,964	1,762	274	672	66	1,518	320	329	1,152	2,038	2,038	377
7,156	21,891	1,776	260	684	67	1,631	320	329	1,152	2,038	2,038	377
January	1939	February	March	April	May	June	July	August	September	October	November	December
7,132	21,720	1,788	287	701	67	1,772	327	327	1,152	2,028	2,028	342
7,171	21,762	1,814	268	717	67	1,844	327	327	1,152	2,028	2,028	350
7,178	21,728	1,814	268	720	67	1,851	327	327	1,152	2,028	2,028	350
6,987	20,965	1,820	260	714	68	1,724	327	327	1,152	2,028	2,028	329
6,808	20,327	1,823	300	721	68	1,644	327	327	1,152	2,027	2,027	329
6,605	19,496	1,842	311	748	69	1,568	327	327	1,152	2,026	2,026	458
6,249	18,470	1,858	312	750	69	1,539	327	327	1,152	2,026	2,026	444
6,033	17,640	1,872	313	751	69	1,583	327	327	1,152	2,026	2,026	400
5,906	16,900	1,885	313	753	69	1,670	327	327	1,152	2,026	2,026	475
5,905	16,988	1,894	314	753	69	1,633	327	327	1,152	2,026	2,026	453
6,095	17,276	1,904	314	753	70	1,567	327	327	1,152	2,026	2,026	407
6,197	17,844	1,909	316	757	70	1,567	327	327	1,152	2,026	2,026	433

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**1** Figures exclude administrative employees. **2** Figures are partly estimated and subject to revision.

**1** Estimated by the Work Projects Administration and the Social Security Board.

**2** Includes recipients of the 3 special types of public assistance in States administering these programs under the Social Security Act and recipients of similar types of assistance in States not participating.

**Figures represent under the social security Act and receipts or issuance of stamps.**

**WPA**, every nation has organized national or local units in a series of emergency relief programs.

emergency education, student aid, rural rehabilitation, and transient programs on emergency relief.

<sup>1</sup> Figures from the FSA; represent net number of emergency grant vouchers certified to cases and number of cases receiving commodities distributed by the FSA during month. Ordinarily only 1

grant voucher per case is certified per month.

construction projects financed in whole or in part from Federal funds.  
Enrollees for the CCC include  
enrolled persons only.

- \* Figures from the CCC; estimated for January 1933-April 1934; for subsequent months they are averages computed by the OCO from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.
- † Figures for September 1935-June 1936 from the WPA, Division of Statistics, for subsequent months from the N.Y.A., represent number of different persons employed during month.
- ‡ Figures from the WPA, Division of Statistics, represent average weekly number of persons employed during month on projects financed from WPA funds.
- § Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed, in whole or in part from Federal funds during monthly period ended on 15th of specified month.
- || Figures from the WPA, Division of Statistics; represent estimated number of persons employed under the Civil Works Program during month.
- ¶ For administrative reasons, some payments which would have been certified in December 1936 and January 1937 were not certified until January and March 1937, respectively.

14. Less than 500 persons.

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numbers of households and persons benefiting from assistance and from employment under work programs are shown in table 3.

Considered broadly, the 7 years that have elapsed since the Federal Government first assumed a share of the responsibility for relieving destitution and unemployment fall into two periods—1933–35 and 1936–39. In the first of these, the largest part of total expenditures was accounted for by the general relief program. The great bulk of payments for general relief were made under the program of the FERA, which was established in 1933 and which determined final grants to the States for general relief purposes in December 1935. The FERA operated both direct and work relief programs. Earnings of recipients under the work relief program are classified as assistance, however, because such earnings were scaled to budget deficits in the same manner as direct relief benefits.

Of the \$6.4 billion expended for assistance and earnings in 1933–35, general relief payments comprised 53.1 percent. When all other assistance payments, including those made from State and local funds for the special types of public assistance, are added to general relief expenditures, the assistance programs represent about 60 percent of the total sum expended during the 3 years.

Earnings under the Civil Works Program, which was operated on a large scale for only 5 months in 1933–34, and earnings under the program of the CCC (originally the Emergency Conservation Work) each represented about 11 percent of total payments for assistance and earnings in 1933–35. A somewhat larger share—13.3 percent—was earned on other Federal work and construction projects. The programs of the WPA and the NYA, initiated during the second half of 1935 as part of the Federal Works Program, accounted

for less than 4 percent of the total for the 3 years.

In 1935 the creation of the Federal Works Program, which was in operation through June 1938, and the passage of the Social Security Act established the over-all pattern for providing assistance and employment that has since prevailed. The Social Security Act, which did not become operative until 1936, provided for Federal financial participation in State programs for assisting the aged, dependent children, and the blind. With the rapid development of the Works Program in the latter half of 1935, the Federal Government began to liquidate the FERA, and by the end of that year final grants to the States had been determined.

In the period 1936–39 earnings under Federal work programs supplied a far larger share of the total than assistance payments; increasing emphasis was placed on the special types of public assistance, and expenditures for general relief were greatly reduced. Of the \$13.1 billion expended for assistance and earnings in 1936–39, earnings under Federal work programs comprised 72.6 percent. Earnings on projects operated or financed by the WPA accounted for 46.5 percent of the total, and earnings on other Federal work and construction projects for 16.6 percent. Combined earnings under the CCC and NYA programs represented 9.5 percent of aggregate payments.

During 1936–39 expenditures for general relief amounted to 13.8 percent of total payments, in contrast to 53.1 percent in 1933–35. The share of the total represented by the special types of public assistance rose from 4.1 percent in 1933–35 to 12.8 percent in 1936–39. The special types of public assistance have expanded markedly during the last 4 years, however, and in the second half of 1939 they accounted for 17.7 percent of total assistance and earnings.

## STATISTICS FOR THE UNITED STATES, DECEMBER 1939

From November to December the total amount expended in the continental United States for all public assistance and earnings under Federal work programs increased less than 1 percent to \$273.4 million. Excluded from this total are all costs of administering the programs and of materials, equipment, and supplies used on work projects. It is estimated that December payments for assistance and earnings benefited 6.2 million households, including 17.8 million persons; these totals represent increases from the previous month of 1.7 and 3.3 percent, respectively.

Total earnings on projects operated by the Work Projects Administration moved upward for the third successive month. Such earnings amounted to \$107.7 million or 6.0 percent more than in November. The average weekly number of persons employed on WPA-operated projects rose 8.7 percent to 2.0 million. Earnings and employment on WPA-financed projects operated by other Federal agencies each increased slightly. Total earnings on work projects of the National Youth Administration were 11.9 percent higher than in November, and payments for student aid were 0.3 percent larger.

The total sums expended for general relief and the special types of public assistance each increased slightly in December. Expenditures for general relief amounted to \$38.7 million—1.2 percent above the November level. Total obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind increased 0.8 percent to \$48.7 million. Subsistence payments certified by the Farm Security Administration amounted to 47.9 percent more than in November, but such payments comprise an extremely small share of total assistance and earnings.

Sizable percentage decreases occurred in the total amount earned on other Federal work and construction projects and in aggregate earnings of persons enrolled in the Civilian Conservation Corps. Total earnings on other Federal work and construction projects declined 9.3 percent to \$46.6 million. The average weekly number of persons employed on these projects dropped 11.1 percent. December earnings of enrollees in the CCC totaled \$17.6 million—8.8 percent below the November level; the average number of persons

enrolled was 8.9 percent lower. New enrollments are made by the CCC at the beginning of each quarter, and declines in both enrollees and earnings usually occur in the final month of each quarter.

Compared with total expenditures for assistance and earnings in December 1938, total payments in December 1939 were 15.8 percent smaller. This decline reflects primarily a reduction of 35.9 percent in total earnings on WPA-operated projects, although the amounts spent for earnings on WPA-financed projects operated by other Federal agencies, earnings of CCC enrollees, general relief payments, and subsistence payments by the FSA were also smaller. Expenditures for the remaining types of assistance and earnings were larger in December 1939.

### General Relief

During December 1.6 million general relief cases in the continental United States received assistance amounting to \$38.7 million. Estimates for seven States are included in these aggregate figures. General relief payments are made from State and/or local funds without financial participation by the Federal Government and include assistance in cash and in kind and the cost of providing services, such as medical care, to recipients. All costs of administering the programs are excluded, as are expenditures for hospitalization, burials, and special programs operated with general relief funds.

In the group of 41 States submitting complete reports for both November and December, the total number of cases receiving assistance was practically unchanged, and the total amount of obligations incurred rose only 1.5 percent. Many of the individual States, however, reported much larger percentage changes. Of the 28 States in which more cases were aided in December, Kansas, Louisiana, Mississippi, Washington, West Virginia, and Wyoming reported increases of 10.0 percent or more. Larger sums were expended for relief in 31 States, with the increases exceeding 10.0 percent in California, Idaho, Iowa, Louisiana, Mississippi, Nebraska, and Wyoming. Declines of more than 5.0 percent in both items were recorded for only three States—Indiana, Ohio, and Pennsylvania.

For the 38 States with comparable data on cases

and obligations for December 1938 and December 1939, the total number of cases assisted was 2.2 percent lower for the latter month, and total expenditures were 3.9 percent smaller. The fluctuations in the several States were much greater. Total payments were less in December 1939 in 24

of the 38 States; in 12 States the declines from December 1938 amounted to 20.0 percent or more. The total amount expended was smaller also in Washington, which is not included among the 38 States because of the lack of comparable data on cases.

Table 4.—General relief in the continental United States, by States, December 1939

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	Number of cases receiving relief	Amount of obligations incurred for relief <sup>1</sup>	Average amount per case	Percentage change from—			
				November 1939 in—		December 1938 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States <sup>2</sup> ...	1,567,000	\$38,728,000					
Total for 42 States reporting adequate data.....	1,403,863	35,473,049	\$25.27	(*) (*)	+1.5	-2.2	-3.9
Alabama.....	2,284	20,820	9.12	+1.1	+1.0	-13.7	-14.8
Arizona.....	2,788	38,813	13.92	+2.4	+7.0	-17.3	-19.1
Arkansas.....	3,800	18,468	4.86	+6	+1.6	+7	+6.4
California.....	149,103	4,605,605	30.89	+7.3	+11.7	+39.2	+42.5
Colorado.....	14,057	183,569	13.06	+9	+1.3	(*)	(*)
Connecticut.....	18,807	515,284	27.40	-3.1	+1	-15.7	-14.4
Delaware.....	1,645	34,072	20.71	-3.5	+7.1	-26.5	-26.7
District of Columbia.....	1,761	46,612	26.47	+4.0	+6.8	+15.1	+16.5
Florida.....	10,140	65,996	6.51	-8	-2.4	+19.4	+15.4
Georgia.....	6,551	32,872	5.02	+3.0	+1.0	-10.6	-31.7
Idaho.....	2,138	31,373	14.67	+9.1	+11.1	(*)	(*)
Illinois.....	161,930	3,088,368	24.63	-6	-9	-9.2	-7.8
Indiana.....	49,168	645,733	13.13	-6.4	-5.8	-14.8	-20.0
Iowa.....	32,538	576,192	17.71	+9.2	+11.8	+6.6	+7.1
Kansas.....	28,231	360,333	13.08	+12.2	+8.3	+41.9	+31.4
Louisiana.....	8,883	144,436	16.26	+10.0	+42.1	+8.6	+29.7
Maine.....	7,11,650	7,271,712	23.32	(*)	(*)	(*)	(*)
Maryland.....	9,146	208,182	22.76	+5.4	+6.2	-12.9	-15.4
Massachusetts.....	68,018	1,071,597	28.99	-6	+4.7	+2.6	+7
Minnesota.....	41,759	1,045,171	25.03	+5.4	+4.1	-6.6	-10.2
Mississippi.....	1,551	4,511	2.91	+37.9	+15.8	+11.4	+18.7
Missouri.....	25,061	327,847	13.08	+5.4	+9.2	-29.6	-33.1
Montana.....	4,516	62,555	13.85	-1.4	-3.7	-28.0	-37.5
Nebraska.....	10,032	124,999	12.46	+6.6	+12.4	+4.4	-3.5
Nevada.....	798	15,260	19.12	+5.0	-2.3	+21.8	+63.1
New Hampshire.....	7,620	190,733	25.03	+2.5	+8.7	-12.7	-22.5
New Mexico.....	1,952	13,202	6.76	-3.4	-2.7	+18.7	+40.3
New York.....	266,028	9,692,040	36.43	+6	+1.5	-7.6	-10.5
North Carolina.....	6,404	39,553	6.18	+5.3	+6.0	+4.8	+13.2
North Dakota.....	5,074	71,190	14.03	-2.5	-8.7	-13.4	-24.1
Ohio.....	894,161	* 1,517,641	16.12	-6.1	-5.3	+8.6	-9.0
Oregon.....	11,248	170,101	15.12	+0.2	+8.5	-20.4	-23.2
Pennsylvania.....	224,626	6,443,074	28.68	-8.2	-5.1	-5.2	-8.2
South Carolina.....	2,185	19,552	9.95	-2	+4	-22.3	-28.5
Texas.....	13,527	101,200	7.59	+6.1	+5.7	-6.5	-23.8
Utah.....	5,778	123,647	21.40	-1.2	-1.1	+63.5	+76.0
Vermont.....	2,760	61,925	22.44	+4	+3	-12.1	-12.7
Virginia.....	8,285	78,258	9.45	-3	+1.1	-12.3	-10.5
Washington.....	23,707	318,535	13.44	+16.5	+8.7	(*)	-16.8
West Virginia.....	12,223	107,531	8.80	+13.4	+9.8	-44.9	-47.3
Wisconsin.....	50,599	1,153,107	22.70	+2.4	+2.1	+3.4	+12.7
Wyoming.....	1,531	22,420	14.64	+19.0	+15.3	-35.6	-66.2
Total for 7 States for which figures are estimated <sup>3</sup> ....	163,000	3,254,500					
Kentucky.....	4,900	45,000					
Michigan.....	68,600	1,387,000					
New Jersey.....	56,000	1,360,000					
Oklahoma.....	13,500	64,500					
Rhode Island.....	10,600	296,000					
South Dakota.....	5,100	71,000					
Tennessee.....	4,300	31,000					

<sup>1</sup> From State and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Partly estimated.

<sup>3</sup> Percentage change for 40 States and the District of Columbia reporting comparable data for November and December 1939; does not include Maine.

<sup>4</sup> Increase of less than 0.1 percent.

<sup>5</sup> Percentage change for 37 States and the District of Columbia reporting comparable data for December 1938 and December 1939; does not include Colorado, Idaho, Maine, or Washington.

<sup>6</sup> Not computed, because comparable data are not available.

<sup>7</sup> Medical care amounting to \$21,247 not included, because number of cases receiving this service only is not available.

<sup>8</sup> Medical care amounting to \$51,974 not included, because number of cases receiving this service only is not available.

<sup>9</sup> Estimated by the Social Security Board for all States except Michigan, South Dakota, and Tennessee, for which estimates were made by State agencies.

## Special Types of Public Assistance

December payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii amounted to \$48.8 million. This total sum includes payments under State plans approved by the Social Security Board and payments made under State laws without Federal financial participation. Excluded from the data on payments are all costs of administering the programs and expenditures for hospitalization and burial of recipients.

From November to December the total amount of obligations incurred for the special types of public assistance increased less than 1 percent. As compared with the amount spent in December 1938, however, aggregate payments were greater by \$3.3 million or 7.3 percent. The largest relative expansion—11.9 percent—occurred in total payments for aid to dependent children. Obligations incurred for old-age assistance totaled 6.3 percent more in December 1939 than in the same month of 1938, and expenditures for aid

to the blind showed an increase of 5.0 percent.

Almost 98 percent of total payments for the special types of public assistance in December 1939 was expended in States administering these types of aid under the Social Security Act. Of the \$47.8 million paid to recipients in States with approved plans, \$37.0 million was received by 1.9 million aged persons, \$9.7 million was paid to 302,000 families in behalf of 728,000 dependent children, and \$1.1 million was received by 45,800 recipients of aid to the blind.

In December slightly more than \$1 million was expended for payments to blind persons and families with dependent children in States in which these groups are assisted without Federal financial aid. About \$680,000 was paid to 24,100 blind persons in 5 States, and \$336,000 was received by 14,200 families for the assistance of 32,700 children in 8 States.

### Old-Age Assistance

In December the total number of recipients of old-age assistance in the 51 jurisdictions with approved plans and the total amount of obligations

**Table 5.—Special types of public assistance in States with plans approved by the Social Security Board, by months, January 1938–December 1939<sup>1</sup>**

[Data reported by State agencies, corrected to Jan. 15, 1940]

Year and month	Number of recipients			Amount of obligations incurred for payments to recipients <sup>2</sup>			
	Old-age assistance	Aid to dependent children <sup>3</sup>		Aid to the blind	Total	Old-age assistance	Aid to dependent children <sup>3</sup>
		Families	Children				
1938 total.....					\$494,706,722	\$390,404,488	\$33,428,185
January.....	1,602,025	218,000	541,294	33,595	39,050,567	31,227,485	7,014,662
February.....	1,625,539	224,737	557,613	35,149	39,510,592	31,443,867	7,222,237
March.....	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472
April.....	1,664,541	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714
May.....	1,680,052	240,079	594,024	38,131	40,787,555	32,364,745	7,540,168
June.....	1,695,265	243,422	603,335	38,783	40,872,494	32,323,431	7,644,607
July.....	1,709,812	244,712	606,164	39,596	41,475,321	32,875,578	7,671,460
August.....	1,719,124	251,743	620,181	40,195	41,985,425	32,905,264	7,978,814
September.....	1,734,195	254,860	628,925	41,001	42,337,724	33,310,643	8,071,495
October.....	1,688,552	257,480	633,847	41,448	40,287,408	31,131,926	8,188,484
November.....	1,764,590	261,116	641,737	42,256	43,437,400	34,032,132	8,422,218
December.....	1,779,300	266,223	654,306	42,938	44,412,816	34,792,429	8,618,854
1939 total.....					554,967,123	431,327,511	111,212,784
January.....	1,790,904	273,689	670,091	43,355	44,986,773	35,076,750	8,900,389
February.....	1,803,171	282,109	686,553	43,739	45,278,534	35,192,045	9,067,642
March.....	1,816,842	284,261	699,966	43,968	45,457,525	35,200,410	9,173,347
April.....	1,833,362	282,010	683,899	44,238	45,391,139	35,366,068	8,899,968
May.....	1,835,674	286,192	691,671	44,160	45,249,905	35,260,236	8,968,954
June.....	1,845,328	297,344	718,000	44,579	46,168,027	35,858,372	9,278,766
July.....	1,861,094	298,998	720,971	44,855	46,611,205	36,247,753	9,328,888
August.....	1,874,721	299,326	721,374	45,222	46,833,353	36,439,564	9,353,503
September.....	1,888,015	300,107	723,057	45,274	47,022,656	36,572,556	9,406,794
October.....	1,897,091	300,449	722,912	45,404	46,972,241	36,388,677	9,532,860
November.....	1,906,640	300,430	723,345	45,574	47,345,180	36,692,308	9,594,175
December.....	1,912,356	302,142	728,203	45,810	47,750,585	36,972,772	9,707,528

<sup>1</sup> See the *Bulletin*, July 1939, p. 52, for information for February 1936–December 1937. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and payments to individuals in excess of amounts which can be matched from Federal funds. Figures are excluded for States not administering Federal funds.

<sup>2</sup> Includes estimates for Hawaii for January–May 1938.

<sup>3</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

incurred for payments to these recipients were less than 1 percent higher than in November. Com-

pared with the same month of 1938, the total number of recipients was 7.5 percent greater and

**Table 6.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, December 1939**

[Data reported by State agencies, corrected to Jan. 15, 1940]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over <sup>3</sup>	
				November 1939 in—		December 1938 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total.....	1,912,356	\$36,972,772	\$19.33	+0.3	+0.8	+7.5	+6.3	141	
Region I:									
Connecticut.....	16,883	456,543	27.04	+.7	+4.2	+10.6	+12.2	144	
Maine.....	13,977	288,503	20.64	+5.8	+5.7	+16.8	+16.4	128	
Massachusetts.....	82,447	2,383,897	28.91	+6	+1.5	+10.0	+11.3	230	
New Hampshire.....	4,612	96,624	20.95	+1.6	+1.4	+15.2	+4.6	18	
Rhode Island.....	6,785	130,270	19.20	+.3	+4	+8.6	+11.1	151	
Vermont.....	5,688	87,156	15.60	-.6	(*)	+7.4	+15.8	145	
Region II:									
New York.....	114,595	2,887,548	25.20	+.6	+2.1	+3.8	+8.1	145	
Region III:									
Delaware.....	2,563	28,130	10.98	-1.6	-1.6	-1.4	-.2	122	
New Jersey.....	30,661	620,116	20.22	+.4	+9	+13.7	+19.1	123	
Pennsylvania.....	78,374	1,706,431	21.77	-1.2	-.8	-10.1	-8.4	128	
Region IV:									
District of Columbia.....	3,323	83,333	25.08	-.4	-.2	+2.0	+.7	79	
Maryland.....	17,956	310,797	17.31	+1.0	+5	+3.6	+2.4	106	
North Carolina.....	35,009	349,762	9.99	+.4	+1.0	+9.5	+17.0	231	
Virginia.....	16,228	156,566	9.65	+1.7	+2.1	+123.2	+125.5	107	
West Virginia.....	17,362	214,235	12.34	-.5	-.1	-3.4	-13.6	222	
Region V:									
Kentucky.....	45,137	391,093	8.66	-.1	-.1	+1.4	+.7	244	
Michigan.....	77,476	1,275,814	16.47	-1.0	-1.0	+9.3	+5.2	205	
Ohio.....	125,699	2,868,476	22.82	+.1	+.2	+13.9	+12.9	200	
Region VI:									
Illinois.....	138,776	2,779,040	20.03	+.7	+1.4	+11.6	+20.6	27	
Indiana.....	66,058	1,159,219	17.55	+.3	+.6	+22.7	+30.3	229	
Wisconsin.....	49,652	1,074,787	21.65	+.8	+1.0	+13.7	+18.5	228	
Region VII:									
Alabama.....	18,386	173,238	9.42	+.5	-.3	+15.7	+14.5	167	
Florida.....	36,167	423,293	11.70	-.3	-.3	+6.0	-10.4	381	
Georgia.....	22,783	183,962	8.07	+.3	+.1	-36.3	-41.3	174	
Mississippi.....	19,872	149,258	7.51	(*)	+.4	+5.8	+14.8	232	
South Carolina.....	21,045	167,916	7.98	-1.9	-4.0	-9.1	-2.0	340	
Tennessee.....	40,733	409,934	10.06	-.1	+.2	+82.6	+38.8	311	
Region VIII:									
Iowa.....	53,609	1,080,853	20.13	+.5	+.8	+6.0	+7.6	245	
Minnesota.....	66,140	1,364,861	20.64	(*)	-.7	+1.6	+2.7	339	
Nebraska.....	27,390	427,480	15.61	+.4	+8.2	+1.5	-7.5	27	
North Dakota.....	8,868	157,678	17.78	+1.4	+1.4	+13.0	+15.5	246	
South Dakota.....	14,212	251,089	17.67	+.2	+3.6	-12.3	-22.7	338	
Region IX:									
Arkansas.....	18,351	110,211	6.01	+.9	+.8	+7.9	+5.2	227	
Kansas.....	26,026	496,418	19.07	+1.3	+2.9	+17.5	+14.3	224	
Missouri.....	78,723	1,487,786	18.90	+1.2	+1.0	+6.4	+8.9	252	
Oklahoma.....	70,363	1,237,633	17.59	+.5	+.4	+8.6	-4.2	361	
Region X:									
Louisiana.....	30,842	435,014	14.10	+3.5	+35.7	+9.2	+50.0	351	
New Mexico.....	4,038	54,244	13.43	+2.6	+5.0	+6.0	+27.6	29	
Texas.....	120,625	1,035,694	8.75	-.3	+1.4	+8.5	-32.6	423	
Region XI:									
Arizona.....	7,772	206,616	26.58	+.9	+1.2	+14.1	+16.2	457	
Colorado.....	40,029	1,138,615	28.44	+.5	-8.9	+6.3	+.9	495	
Idaho.....	8,624	185,198	21.47	+1.1	+1.0	-2.8	-3.1	223	
Montana.....	12,198	219,491	17.99	+.3	+.6	-2.7	-14.5	366	
Utah.....	13,875	292,169	21.06	+.4	+5	+3.8	+6.9	514	
Wyoming.....	3,315	77,220	23.29	+1.0	+1.2	+10.3	+18.8	334	
Region XII:									
California.....	133,949	4,416,731	32.97	(*)	+.2	+6.9	+8.7	291	
Nevada.....	2,256	60,111	20.64	+.2	+4	+7.5	+8.2	376	
Oregon.....	20,775	443,188	21.33	-1.1	-1.1	+10.2	+10.4	247	
Washington.....	39,098	861,875	22.04	+.1	(*)	+4.0	+3.7	513	
Territories:									
Alaska.....	1,327	37,022	27.90	+1.0	+1.2	+23.1	+24.8	332	
Hawaii.....	1,714	19,634	11.46	+.1	+3.6	-3.2	-12.3	176	

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

<sup>5</sup> Minimum age under State plan is 70 years, but rate is based on population 65 and over.

<sup>6</sup> Increase of less than 0.1 percent.

<sup>7</sup> Includes \$96,826 incurred for payments to 3,420 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

<sup>8</sup> Decrease of less than 0.1 percent.

the total volume of assistance was 6.3 percent larger.

From November to December, there were sizable percentage increases in the number aided or in total obligations in only a few States. In Louisiana total expenditures for assistance rose 35.7 percent, although the number of recipients increased only 3.5 percent. In Nebraska, where payments to recipients represented a larger proportion of individual budget deficits in December than in November, the number aided was practically unchanged, but total payments increased 8.2 percent.

In Maine increases of 5.8 percent in the number of recipients and 5.7 percent in total obligations continued the upward movement in evidence in that State during the 3 preceding months. New Mexico reported increases of 5.0 percent in total payments and 2.6 percent in the number on the rolls. In Connecticut and Hawaii the numbers assisted changed only slightly, but total expenditures were about 4 percent larger in December.

Although the number of recipients in Colorado increased slightly from November to December, the amount expended for assistance declined 8.9 percent. In Colorado, State funds for old-age assistance are derived mainly from sales and liquor taxes, which are collected monthly. Since the volume of receipts supplied by these taxes fluctuates from month to month, the amount of State funds available for old-age assistance likewise varies from month to month. In South Carolina, declines of 1.9 percent in the number aided and 4.0 percent in total payments continued the retrenchment that has been evident in that State since June 1939. The public-assistance agency in South Carolina has a smaller appropriation of State funds for the special types of public assistance in the current fiscal year than in the previous period.

#### **Aid to Dependent Children**

For the 42 jurisdictions administering approved plans for aid to dependent children, the total numbers of families and of children assisted each increased 0.6 percent from November to December, and the total amount of obligations incurred for payments to these recipients rose 1.2 percent. In December 1939 the total numbers of families and children aided were 13.5 and 11.3 percent higher, respectively, than in the same month of 1938,

and total assistance payments were 12.6 percent greater.

Only a few States reported sizable percentage changes in recipients or payments from November to December. In Louisiana the total volume of assistance was 29.8 percent greater in December, although the numbers of families and children each increased only 5.3 percent. In Virginia the numbers of families and children assisted increased 14.0 and 13.4 percent, respectively, and total obligations increased 11.0 percent. Toward the end of October additional State funds were made available for aid to dependent children in Virginia, and the rate of expansion in the program increased in both November and December.

In Nebraska the total expended for assistance was 9.4 percent larger in December, whereas the numbers of families and children were less than 2 percent above the November level. As in the program for old-age assistance in Nebraska, December payments represented a larger proportion of budget deficits than did payments for November. In Hawaii, Montana, and New Mexico there were increases of 3 to 5 percent in one or more items from November to December.

In Michigan the number of children was practically unchanged, but the number of families declined 2.5 percent and the total expended for assistance dropped 8.7 percent. In South Carolina, where the sum appropriated from State funds for the special types of public assistance in the present fiscal year is less than that supplied by the State in the previous fiscal period, there were further declines in December. The numbers of families and children on the rolls in South Carolina decreased about 2 percent, while total obligations declined 4.2 percent.

#### **Aid to the Blind**

From November to December the total number of recipients of aid to the blind in the 42 jurisdictions with approved plans increased 0.5 percent, and the total amount of obligations incurred for payments to these recipients moved upward 1.1 percent. In December 1939 the total number of blind persons aided was 6.7 percent greater than in the same month a year earlier, and the aggregate expenditure for assistance was 6.9 percent larger.

With a few exceptions, the States reported small percentage changes in both recipients and payments from November to December. In Louisi-

ana the changes in the program for aid to the blind paralleled the changes in the programs for the other two special types of public assistance. The number of recipients increased only 2.4 percent,

but total payments rose 29.3 percent. Montana reported increases of 5.6 percent in the number benefited and 5.5 percent in the total volume of assistance. In Connecticut, Kansas, Minnesota,

**Table 7.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, December 1939**

[Data reported by State agencies, corrected to Jan. 15, 1940]

Region <sup>1</sup> and State	Number of recipi-ents		Amount of obli-gations incurred for payments to recipi-ents <sup>2</sup>	Average amount per family	Percentage change from—				Number of recipi-ents per 1,000 es-timated popula-tion under 15 years <sup>3</sup>			
					November 1939 in—		December 1938 in—					
	Families	Children			Families	Children	Number of recipi-ents	Amount of obli-gations				
							Families	Children				
Total	302,142	728,203	\$9,707,528	\$32.13	+0.6	+0.6	+1.2	+13.5	+11.3	+12.6	25	
Region I:												
Maine	1,426	3,612	54,146	37.97	-.3	-.8	-.4	+7.5	+4.2	+8.6	15	
Massachusetts	11,178	* 28,559	682,670	61.07	+1.2	+1.2	+3.9	+18.8	+24.6	+18.7	42	
New Hampshire	594	1,553	25,930	43.65	-.5	-1.6	+2.9	+73.2	+69.5	+92.5	12	
Rhode Island	1,166	3,162	54,063	46.37	+.4	+.9	+7.7	+12.0	+11.5	+9.5	15	
Vermont	483	1,397	14,872	30.79	+2.5	+2.4	+3.9	+53.1	+26.4	+58.6	14	
Region II:												
New York	96,375	71,916	1,780,595	48.95	-.3	-.2	-1.0	+5.0	+3.7	+4.9	23	
Region III:												
Delaware	500	* 1,265	15,763	31.53	+1.2	+2.6	+1.7	+6.2	+15.2	+8.8	19	
New Jersey	10,761	23,646	323,224	30.04	-.3	-.2	+2.2	-4.3	-6.0	-2.7	21	
Pennsylvania	30,245	69,318	1,073,030	35.48	+1.7	+.9	+1.9	+65.4	+54.5	+67.9	34	
Region IV:												
District of Columbia	910	2,703	34,423	37.83	+.4	+.7	+.3	-12.8	-14.8	-20.4	21	
Maryland	7,263	19,590	231,505	31.87	+.5	(*)	+1.9	-5.6	-5.9	-5.6	44	
North Carolina	8,128	20,847	124,224	15.28	+.8	+.3	+1.1	+5.3	-1.0	+5.6	18	
Virginia	1,794	5,814	37,307	20.80	+14.0	+13.4	+11.0	+126.5	+101.1	+133.3	7	
West Virginia	7,289	20,596	144,975	19.89	+.6	+.7	+1.9	+22.7	+19.4	+14.4	32	
Region V:												
Michigan	13,267	* 31,283	495,681	37.36	-2.5	+2.2	-8.7	+8.2	+9.8	-2.0	24	
Ohio	10,073	* 28,313	388,824	38.60	-.4	-.7	+6.6	-7.4	-9.2	-11.0	18	
Region VI:												
Indiana	17,083	35,056	473,461	27.72	+.4	+.4	+4.4	+12.3	+9.6	+13.5	38	
Wisconsin	11,942	* 27,395	450,277	38.21	+.9	+.7	+6.9	+11.6	+9.1	+13.8	31	
Region VII:												
Alabama	5,444	15,972	70,116	12.88	-.7	-1.2	-.4	-2.3	-3.3	-.5	18	
Florida	4,036	* 10,543	' 83,755	20.75	+.2	-.2	+9.9	+83.3	+79.4	+128.7	22	
Georgia	3,562	9,493	72,608	20.38	-.9	-1.3	-1.0	-22.3	-22.9	-24.7	9	
South Carolina	3,855	11,387	61,015	15.83	-1.5	-2.0	-4.2	-5.6	-5.4	+4.1	17	
Tennessee	9,663	25,664	178,228	18.44	-.6	-.7	+1.1	-2.8	-4.1	-2.5	28	
Region VIII:												
Minnesota	8,233	* 19,897	289,213	35.13	+1.5	+1.4	+1.3	+22.6	+17.0	+20.4	27	
Nebraska	8,209	* 11,743	136,239	26.15	+1.7	+1.6	+9.4	+14.2	+12.2	+13.5	31	
North Dakota	2,258	* 6,289	71,300	31.58	+1.4	+1.3	+1.3	+81.4	+63.5	+68.1	27	
Region IX:												
Arkansas	4,012	10,883	32,503	8.10	-.1	-.7	-.1	(*)	-1.4	-.4	15	
Kansas	6,114	13,780	173,332	28.35	+.9	+6	+2.0	+31.3	+23.4	+21.7	27	
Missouri	9,820	23,006	189,735	19.32	-1.0	-.8	-.8	+26.0	+20.7	-19.6	22	
Oklahoma	17,416	40,087	212,521	12.20	-.1	+.2	+2	+16.5	+15.8	+1.5	49	
Region X:												
Louisiana	11,706	33,720	310,854	26.35	+5.3	+5.3	+20.8	+21.0	+20.3	+50.5	30	
New Mexico	1,784	5,208	45,016	25.23	+2.2	+1.8	+4.8	+18.7	+19.8	+61.3	36	
Region XI:												
Arizona	2,476	6,842	79,718	32.20	-.8	(*)	-3	+23.2	+15.1	+19.9	53	
Colorado	5,033	12,284	149,981	29.90	+1.7	+1.7	+1.8	+29.6	+22.6	+24.7	42	
Idaho	2,699	* 6,520	74,357	27.55	+1.9	+2.8	+2.7	+4	+2.4	+3.9	42	
Montana	2,209	5,276	61,615	27.89	+1.8	+3.4	+3.6	+5.6	+7.7	+4.0	35	
Utah	3,814	7,963	107,631	32.48	+1.0	+.8	+1.8	+12.9	+9.0	+10.0	46	
Wyoming	717	1,773	22,620	31.55	-1.0	-1.4	-1.1	+22.6	+19.9	+24.9	26	
Region XII:												
California	14,336	* 35,146	622,845	43.45	+1.0	+1.1	+1.6	+11.9	+10.9	+18.3	42	
Oregon	1,901	* 4,401	75,968	39.96	+.9	+1.7	+1.0	+22.0	+27.8	+25.7	17	
Washington	4,799	10,908	142,917	29.78	+.5	+.2	+4	-17.1	-16.3	-15.2	27	
Territory:												
Hawaii	979	3,393	32,471	33.17	+5.0	+3.0	+4.9	+4.0	+1.0	-.5	25	

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Includes an unknown number of children 16 years of age and over.

<sup>5</sup> Decrease of less than 0.1 percent.

<sup>6</sup> Includes approximately 2,794 children 16 years of age and over. Rate per 1,000 excludes these children.

<sup>7</sup> Includes aid to dependent children administered under State law without Federal participation.

<sup>8</sup> In addition, in 69 counties payments amounting to \$17,303 were made from local funds without Federal participation to 936 families in behalf of 2,188 children under the State mothers'-pension law. Some families receiving aid from this source for December also received aid under State plan for aid to dependent children approved by the Social Security Board.

<sup>9</sup> Increase of less than 0.1 percent.

<sup>10</sup> Includes 288 children 16 years of age and over. Rate per 1,000 excludes these children.

and South Dakota, total expenditures for payments to recipients were 3 or 4 percent higher than in November. Of these States, only Minnesota reported an increase of more than 1 percent in the number of blind persons receiving assistance.

In Michigan total obligations declined 3.9 percent from November to December, although the number aided decreased only 0.9 percent. In

South Carolina the influence of the reduced appropriation from State funds for the current fiscal year continued to be reflected in the program for aid to the blind as well as in the programs for old-age assistance and aid to dependent children. Total payments amounted to 3.6 percent less in December than in November, and the number of recipients was 1.0 percent smaller.

**Table 8.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, December 1939**

[Data reported by State agencies, corrected to Jan. 15, 1940]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population <sup>3</sup>	
				November 1939 in—		December 1938 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total	45,810	\$1,070,285	\$23.36	+0.5	+1.1	+6.7	+6.9	47	
Region I:									
Connecticut	4247	\$6,161	24.94	+4	+4.2	+24.1	+37.0	14	
Maine	1,247	28,408	22.85	+2	+2	-4	-4	146	
Massachusetts	1,167	26,477	22.69	-3	-3	+7.3	+11.4	26	
New Hampshire	326	7,410	22.73	+1.9	+1.7	+6.2	+12.0	64	
Vermont	156	3,266	20.94	(?)	+6	+15.6	+40.2	41	
Region II:									
New York	2,732	69,613	25.48	+7	+1.5	+3.6	+7.6	31	
Region III:									
New Jersey	649	14,878	22.92	-5	-5	+8.3	+10.7	15	
Region IV:									
District of Columbia	211	5,427	25.72	+1.0	+1.4	-4.1	-7.2	34	
Maryland	675	14,185	21.01	+1.0	+9	+8.0	+7.3	40	
North Carolina	1,972	29,380	14.90	+7	+1.0	+1.2	+3.3	56	
Virginia	967	12,197	12.61	+2.4	+2.3	+61.7	+59.9	36	
West Virginia	814	12,824	15.75	(?)	+8	+8.0	-1.5	44	
Region V:									
Michigan	739	18,021	24.39	-9	-3.9	+9.5	+1.6	15	
Ohio	3,916	76,062	19.42	+4	+5	-6	-2.2	58	
Region VI:									
Indiana	2,449	49,378	20.16	+1	+6	-1.1	+3.1	70	
Wisconsin	2,012	46,243	22.98	+7	+1.0	+2.4	+7.0	69	
Region VII:									
Alabama	553	4,919	8.90	+7	+1.1	+16.7	+14.9	19	
Florida	2,155	26,736	12.41	-1	+1	-2.7	-17.3	129	
Georgia	999	10,018	10.03	+1	+2	-18.3	-25.1	32	
Mississippi	656	4,828	7.36	+2.9	+2.8	+74.9	+81.0	32	
South Carolina	807	8,446	10.47	-1.0	-3.6	-6.4	-7	43	
Tennessee	1,614	17,787	11.02	-1	+1	+12.6	-15.5	56	
Region VIII:									
Iowa	1,441	33,613	23.33	+6	+7	+12.7	+13.3	56	
Minnesota	880	23,523	26.73	+2.2	+3.7	+15.8	+24.5	33	
Nebraska	657	12,851	19.56	+2.0	+1.3	+9.7	+5.6	48	
North Dakota	141	2,939	20.84	+2.9	+1.3	+29.4	+39.4	20	
South Dakota	232	3,753	16.18	+9	+3.2	+5.9	-14.3	34	
Region IX:									
Arkansas	652	4,222	6.48	-6	-7	+5.7	+3.3	32	
Kansas	1,165	23,436	20.12	+8	+3.2	+15.8	+12.2	63	
Oklahoma	2,162	32,656	15.10	+3	+6	+7.0	+3	85	
Region X:									
Louisiana	1,008	17,449	17.31	+2.4	+2.3	+34.2	+76.3	47	
New Mexico	214	3,553	16.60	+5	+6	+7.5	+29.8	51	
Region XI:									
Arizona	332	8,497	25.59	+6	+7	+11.0	+16.0	81	
Colorado	644	18,256	28.35	+6	+1.3	+3.4	+1.7	60	
Idaho	288	6,142	21.33	+1.1	+1	-4.0	-7.6	58	
Montana	169	3,489	20.64	+5.6	+5.5	(?)	(?)	31	
Utah	210	5,496	26.17	-1.4	-2.7	+5.0	+8.3	40	
Wyoming	153	4,263	27.86	-6	+2	-5.6	-8.2	65	
Region XII:									
California	6,846	329,748	48.17	+7	+7	+11.2	+11.7	111	
Oregon	455	11,519	25.32	(?)	-1	+4.8	+4.1	44	
Washington	1,028	31,181	30.33	+2	+3	-4	-2.5	62	
Territory:									
Hawaii	70	945	13.50	(?)	(?)	(?)	(?)	18	

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

<sup>4</sup> Includes aid to the blind administered under State law without Federal participation.

<sup>5</sup> No change.

<sup>6</sup> Does not include aid to the blind administered under State law without Federal participation.

<sup>7</sup> Not computed, because figures too small for comparison.

## STATISTICS BY STATES, NOVEMBER 1939

From October to November, aggregate expenditures for payments to recipients of public assistance and earnings of persons employed under Federal work programs increased in 33 States. For the most part, the increases were relatively small, exceeding 5.0 percent only in Louisiana, New Jersey, Rhode Island, and Tennessee. Of

the 16 States in which smaller sums were expended in November, Delaware, Vermont, and Wyoming were the only ones with decreases of more than 5.0 percent.

Earnings on other Federal work and construction projects and earnings of persons enrolled in the Civilian Conservation Corps were the only

**Table 9.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, November 1939<sup>1</sup>**

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	Earnings of persons employed under Federal work programs				Other Federal work and construction projects
		Special types of public assistance	General relief			National Youth Administration	Work Projects Administration	Student aid	Work projects	
Total.....	\$271,601	\$48,271	\$38,259	\$1,156	\$19,321	\$2,946	\$4,850	\$101,532	\$3,923	\$51,342
Alabama.....	3,858	249	21	224	514	63	125	1,748	29	885
Arizona.....	1,141	253	36	20	180	14	17	306	58	218
Arkansas.....	2,878	146	18	(?)	565	34	109	1,499	30	477
California.....	18,369	5,348	4,124	82	672	172	215	4,886	280	2,590
Colorado.....	3,726	1,416	181	35	186	35	41	1,056	141	636
Connecticut.....	3,400	509	515		179	20	52	1,131	46	948
Delaware.....	340	44	32	(?)	32	4	7	121	9	92
District of Columbia.....	2,642	123	44		57	19	20	474	154	1,752
Florida.....	3,546	534	68	31	304	32	68	1,658	113	736
Georgia.....	3,546	267	33	25	565	73	108	1,816	112	548
Idaho.....	1,097	262	28	4	85	17	30	468	36	168
Illinois.....	19,470	3,114	4,025	4	1,011	166	249	8,336	115	2,451
Indiana.....	6,961	1,673	686	1	421	79	106	2,903	41	1,050
Iowa.....	3,720	1,167	516	1	224	57	59	1,151	17	529
Kansas.....	3,029	675	341	68	273	60	81	1,065	78	389
Kentucky.....	3,938	401	46	9	431	53	114	1,731	85	1,068
Louisiana.....	3,643	574	102	2	409	55	123	1,446	33	906
Maine.....	1,541	356	208	3	133	15	58	337	24	606
Maryland.....	2,576	551	196	1	189	28	56	633	137	785
Massachusetts.....	13,243	3,032	1,883	(?)	611	84	148	4,884	150	2,451
Michigan.....	10,353	1,850	1,519	2	602	110	184	4,980	54	1,042
Minnesota.....	6,654	1,683	1,004	8	533	65	94	2,516	60	600
Mississippi.....	3,004	154	4	5	426	43	91	1,363	22	885
Missouri.....	7,797	1,755	300	12	758	77	184	3,747	39	925
Montana.....	2,086	261	65	78	171	19	27	610	57	779
Nebraska.....	2,880	532	111	53	220	38	50	1,202	42	632
Nevada.....	401	63	16		26	2	3	83	9	190
New Hampshire.....	1,320	128	175	(?)	47	9	18	354	9	579
New Jersey.....	9,890	952	1,833	1	548	67	160	3,798	113	2,918
New Mexico.....	1,072	98	14	37	169	12	39	566	32	106
New York.....	32,175	4,695	9,549	3	1,249	300	437	9,804	210	5,929
North Carolina.....	3,694	498	37	8	453	76	123	1,527	75	868
North Dakota.....	1,314	229	78	45	217	25	46	499	33	142
Ohio.....	15,392	3,325	1,603	3	926	156	183	7,432	84	1,679
Oklahoma.....	4,758	1,477	60	24	630	79	114	1,651	89	634
Oregon.....	2,240	535	157	3	156	28	27	780	36	517
Pennsylvania.....	23,987	3,153	6,789	3	1,209	205	278	8,347	278	3,724
Rhode Island.....	2,122	184	321	(?)	88	14	27	766	33	656
South Carolina.....	2,969	247	19	18	339	38	71	1,457	115	665
South Dakota.....	1,591	274	74	241	215	31	58	549	43	106
Tennessee.....	4,198	605	430	9	501	59	112	1,480	40	1,363
Texas.....	7,475	1,042	96	49	1,120	152	286	3,101	251	1,379
Utah.....	1,404	402	125	6	81	26	24	505	51	183
Vermont.....	457	105	62	1	31	9	7	168	28	49
Virginia.....	3,853	199	77	8	433	58	99	855	176	1,947
Washington.....	5,472	1,035	293	5	307	48	72	1,424	161	2,128
West Virginia.....	2,972	369	98	6	330	38	114	1,482	12	522
Wisconsin.....	6,807	1,563	1,130	6	425	79	129	2,693	37	745
Wyoming.....	599	103	19	11	45	6	10	145	26	43

<sup>1</sup> See footnotes to table 2.

<sup>2</sup> Includes \$881 not distributed by States.

<sup>3</sup> Less than \$1,000.

<sup>4</sup> Estimated.

types of payments which declined in a majority of the States. Smaller total amounts were earned on other Federal work and construction projects in 36 States, and total earnings of CCC enrollees decreased in 34 States. On the other hand, the total sum earned on projects operated by the Work Projects Administration was larger in November in 41 States, and earnings on WPA-financed projects operated by other Federal agencies increased in 32 States. Payments for

student aid by the National Youth Administration were larger in all States but one, and earnings on work projects of that agency were higher in 43 States.

Total obligations for the special types of public assistance moved upward in 39 States from October to November, and total expenditures for general relief rose in 36 States. The Farm Security Administration certified larger amounts of subsistence payments in more than half the States.

Table 10.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, November 1939*<sup>1</sup>

State	Recipients of special types of public assistance			Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs							
	Old-age assistance	Aid to dependent children				Civilian Conservation Corps	National Youth Administration		Work Projects Administration				
		Families	Children				Student aid	Work projects	Projects operated by the WPA	Projects operated by other Federal agencies			
Total.....	1,903,613	313,711	753,230	60,513	1,564,092	65,356	291,642	421,440	261,181	1,877,432	68,487	<sup>1</sup> 451,822	
Alabama.....	18,300	5,483	16,169	549	2,259	15,303	7,752	10,697	7,016	28,751	697	9,750	
Arizona.....	7,703	2,495	6,843	330	2,723	1,987	2,711	1,783	981	4,963	1,008	2,104	
Arkansas.....	18,194	4,018	10,958	556	3,777	21	8,525	6,007	7,157	36,048	805	6,311	
California.....	134,010	14,195	34,774	6,706	138,980	5,355	10,140	19,162	11,012	78,257	3,977	19,634	
Colorado.....	39,537	4,951	12,078	640	13,928	1,767	2,802	5,042	2,177	18,931	2,229	5,503	
Connecticut.....	16,759	<sup>1</sup> 1,436	1,331	246	19,418	—	2,706	2,799	2,492	17,788	860	7,449	
Delaware.....	2,604	494	1,233	—	1,589	5	476	321	304	2,177	158	864	
District of Columbia.....	3,338	906	2,683	209	—	—	1,604	—	1,621	1,072	7,417	2,119	12,381
Florida.....	36,279	4,027	10,565	2,169	10,222	1,084	4,584	5,004	4,272	32,563	2,075	8,334	
Georgia.....	22,708	3,593	9,615	998	6,358	1,256	8,531	12,137	5,812	42,070	2,203	7,856	
Idaho.....	8,529	2,649	6,342	285	1,900	109	1,287	2,406	1,226	8,668	624	1,702	
Illinois.....	137,815	<sup>1</sup> 7,500	31,700	<sup>1</sup> 7,700	162,884	160	15,266	23,163	13,367	180,182	1,962	18,517	
Indiana.....	65,834	17,013	34,931	2,447	52,522	59	6,354	11,256	5,987	56,157	753	8,715	
Iowa.....	53,457	<sup>1</sup> 3,000	7,000	1,482	29,800	21	3,382	7,426	3,584	21,767	314	6,045	
Kansas.....	25,697	6,057	13,695	1,156	25,170	4,341	4,114	9,556	4,555	20,667	1,359	4,011	
Kentucky.....	45,198	<sup>1</sup> 243	779	—	<sup>1</sup> 5,500	137	6,510	8,883	6,230	39,995	1,570	10,358	
Louisiana.....	29,786	11,202	32,028	984	8,075	149	6,176	7,329	5,830	31,641	761	9,830	
Maine.....	13,212	1,430	3,640	1,245	9,908	52	2,002	1,876	1,828	6,503	643	5,056	
Maryland.....	17,766	7,220	19,598	668	8,679	22	2,800	3,366	3,348	11,431	2,154	6,738	
Massachusetts.....	81,928	11,048	28,230	1,170	68,452	5	9,216	10,677	7,724	76,371	3,124	20,987	
Michigan.....	78,256	13,601	31,337	746	67,311	112	9,081	14,942	10,427	86,386	964	10,229	
Minnesota.....	66,113	8,112	19,620	561	39,638	403	8,040	9,556	4,702	42,959	1,031	6,809	
Mississippi.....	19,866	<sup>1</sup> 104	162	641	1,125	246	6,435	7,762	5,684	36,171	817	13,408	
Missouri.....	77,766	9,919	23,199	<sup>1</sup> 3,655	23,786	618	11,435	11,954	11,071	71,782	770	10,050	
Montana.....	12,166	2,171	5,101	160	4,579	3,452	2,575	2,835	1,358	10,468	1,178	6,864	
Nebraska.....	27,282	5,123	11,554	644	9,407	3,637	3,325	5,764	2,992	22,759	693	7,060	
Nevada.....	2,251	<sup>1</sup> 135	330	<sup>1</sup> 10	700	—	—	386	275	1,557	140	1,425	
New Hampshire.....	4,598	597	1,578	320	7,435	7	709	1,102	845	6,679	144	4,799	
New Jersey.....	30,543	10,708	23,689	653	<sup>1</sup> 56,500	31	8,269	9,797	7,971	61,764	1,901	18,008	
New Mexico.....	3,937	1,745	5,116	213	2,021	2,284	2,560	1,815	2,015	10,572	545	1,297	
New York.....	113,939	36,486	72,074	2,713	264,365	79	18,851	39,732	19,603	148,758	3,380	38,009	
North Carolina.....	34,859	8,063	20,789	1,958	5,911	231	7,287	9,382	7,408	36,512	1,682	10,681	
North Dakota.....	8,746	2,226	6,209	137	5,206	2,432	3,280	4,408	2,531	10,135	583	1,617	
Ohio.....	125,525	10,111	28,514	3,901	100,271	145	13,972	21,172	9,163	134,163	1,403	14,202	
Oklahoma.....	70,047	17,426	40,024	2,156	<sup>1</sup> 14,200	908	9,513	13,373	6,625	40,781	1,888	6,517	
Oregon.....	20,998	1,884	4,320	455	10,300	90	2,360	3,557	1,442	12,260	617	4,258	
Pennsylvania.....	79,297	29,734	68,705	12,589	244,731	102	18,256	31,546	14,001	142,341	4,311	32,022	
Rhode Island.....	6,768	1,161	3,135	56	<sup>1</sup> 10,400	2	1,329	1,713	1,389	11,102	490	4,882	
South Carolina.....	21,454	3,913	11,624	815	2,189	869	5,118	6,150	4,429	33,189	2,102	7,230	
South Dakota.....	14,043	1,686	3,836	230	4,958	14,163	3,238	5,842	3,644	11,776	761	1,338	
Tennessee.....	40,756	9,725	25,843	1,615	<sup>1</sup> 4,400	176	7,556	10,216	7,291	34,035	908	12,284	
Texas.....	121,042	<sup>1</sup> 100	240	—	12,563	1,717	16,899	20,145	16,029	74,644	4,436	17,279	
Utah.....	13,821	3,282	7,808	213	5,850	276	1,228	3,494	1,254	9,259	851	1,651	
Vermont.....	5,622	471	1,364	156	2,748	16	464	1,200	396	3,507	521	620	
Virginia.....	15,953	1,574	5,129	944	8,314	187	6,529	7,365	5,965	19,861	3,386	16,214	
Washington.....	39,068	4,775	10,889	1,026	20,353	139	4,631	6,277	3,865	22,766	2,244	13,709	
West Virginia.....	17,446	7,245	20,458	814	10,775	122	4,985	6,739	5,479	29,831	254	5,535	
Wisconsin.....	49,257	11,841	27,194	1,998	49,421	512	6,422	11,879	6,559	45,987	695	6,688	
Wyoming.....	3,283	724	1,798	154	1,287	417	672	747	601	2,602	407	2,336	

<sup>1</sup> See footnotes to table 3.

<sup>2</sup> Includes 16 persons not distributed by States.

<sup>3</sup> Estimated.

## STATISTICS FOR URBAN AREAS

### Public and Private Aid in 116 Urban Areas

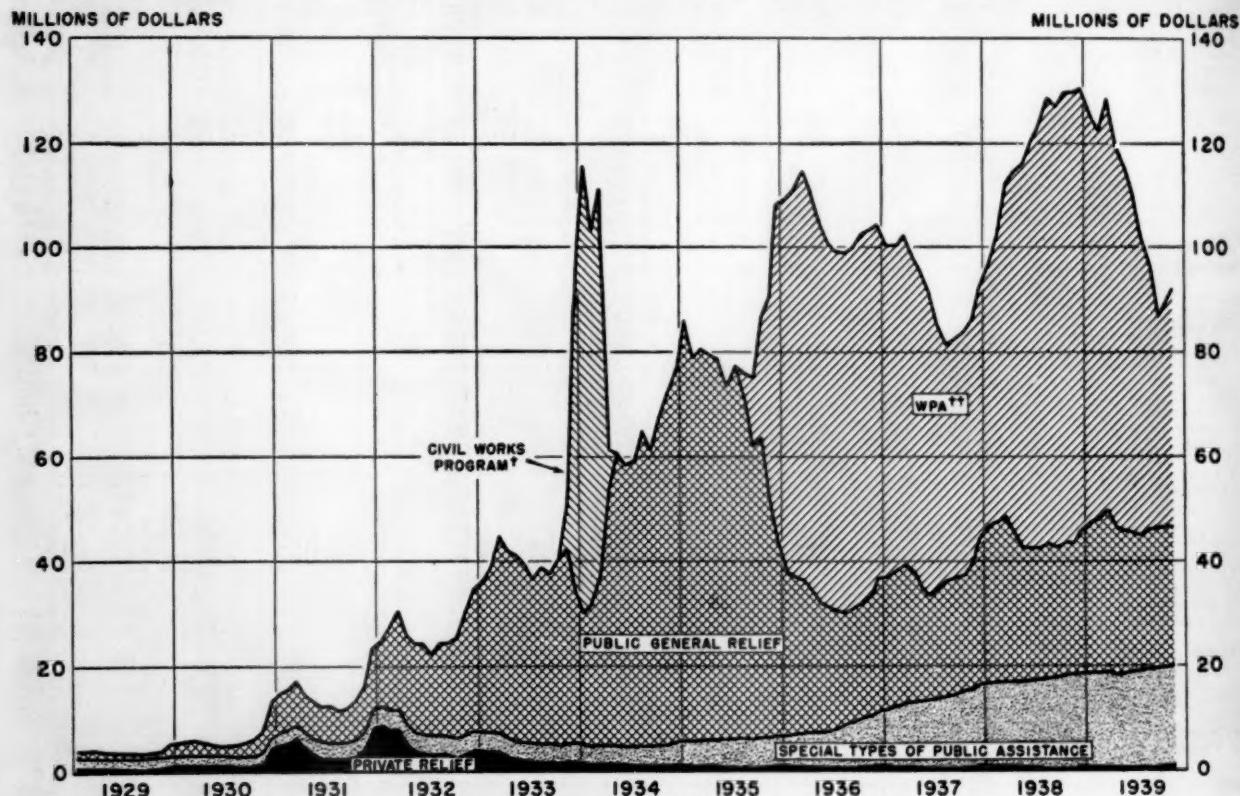
In November a total of \$91.8 million was expended in 116 urban areas for payments to recipients of the special types of public assistance, public general relief, and private assistance, and for earnings of persons employed on projects operated by the Work Projects Administration. This aggregate amount excludes all costs of administering the programs and of materials, equipment, and supplies incident to the operation of work projects. Data are not available for the urban areas on earnings of persons enrolled in the Civilian Conservation Corps, earnings under the program of the National Youth Administration, or earnings of persons employed on WPA-financed projects operated by other Federal agencies and other Federal work and construction projects.

Earnings on WPA-operated projects comprised 49.1 percent of aggregate payments in November.

General relief payments by public agencies represented the second largest share—29.1 percent, and obligations incurred for the three special types of public assistance accounted for 20.9 percent. Expenditures for assistance by private agencies represented about 1 percent of the total.

From October to November the total amount disbursed for public and private assistance and WPA earnings increased 2.6 percent, thereby continuing the upward movement which began in October. As in October, the rise in total payments was attributable mainly to an increase in total earnings on WPA-operated projects. Such earnings totaled \$45.0 million—an increase of 5.5 percent from the October level. Total obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind increased 0.8 percent to \$19.2 million. Aggregate expenditures for general relief by public agencies amounted to \$26.7 million or 0.8 percent

**Chart I.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration and under the Civil Works Program in 116 urban areas, January 1929–November 1939**



† Earnings of all persons employed under the Civil Works Program, including the administrative staff.

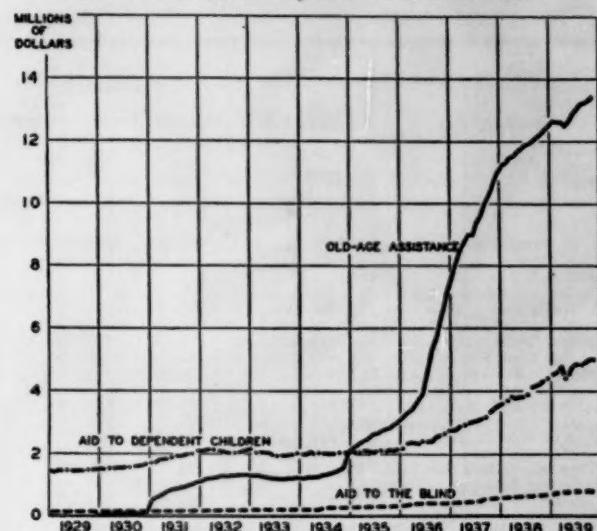
†† Earnings on projects operated by the Work Projects Administration within the areas.

less than in October. Total assistance payments by private agencies were about 5 percent higher in November.

Upward changes in 82 of the 116 urban areas contributed to the rise in total payments from October to November in all areas combined. Total payments increased more than 10.0 percent in 16 areas; declines of more than 10.0 percent were recorded for 9 areas.

Because of the fact that WPA earnings for 11 areas represent the amount earned on projects operated within the county in November 1938 and within the city in November 1939, total payments for November 1939 can be compared with the total a year earlier for only 105 of the 116 urban areas. In these 105 areas, the total sum expended for assistance and WPA earnings was 28.7 percent smaller in November 1939 than in the same month of 1938. A reduction of 46.9 percent in total earnings on WPA-operated projects was responsible for this decline. Total obligations incurred for the special types of public assistance were 10.1 percent greater in November 1939, and

Chart II.—Special types of public assistance in 116 urban areas, January 1929—November 1939



aggregate disbursements for general relief by public agencies were 5.8 percent larger. The total amount expended by private agencies was slightly higher in November 1939.

Table 1.—Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, November 1939

[Corrected to Jan. 19, 1940]

Type of agency	Number of cases <sup>1</sup>	Amount <sup>2</sup>	Percentage change from—				Percentage distribution of amount		
			October 1939 in—		November 1938 <sup>3</sup> in—		November 1939	October 1939	November 1938 <sup>4</sup>
			Number of cases	Amount	Number of cases	Amount			
Total	(6)	\$91,786,161	.....	.....	.....	.....	100.0	100.0	100.0
Public agencies	(7)	\$90,922,266	.....	.....	.....	.....	99.1	99.1	99.3
Agencies administering:									
General relief <sup>5</sup>	920,554	26,705,482	-5.0	-.8	+7.1	+5.8	29.1	30.1	19.3
Special types of assistance <sup>6</sup>	699,509	19,167,793	+4.4	+.8	+9.7	+10.1	20.9	21.3	13.6
Old-age assistance	556,198	13,432,736	+1.6	+1.1	+8.5	+9.0	14.6	14.9	9.7
Aid to dependent children <sup>7</sup>	120,062	4,990,920	-3.3	(9)	+16.5	+14.2	5.5	5.6	3.4
Aid to the blind <sup>8</sup>	23,219	744,137	+4.4	+.6	+5.3	+5.7	.8	.8	.5
Work Projects Administration <sup>9</sup>	(11)	45,048,991	(11)	+5.5	(11)	-46.9	49.1	47.7	66.4
Private agencies <sup>10</sup>	(8)	\$83,865	.....	.....	.....	.....	.9	.9	.7
Nonsectarian agencies	18,117	355,391	+5.9	+5.3	-1.2	(10)	.4	.4	.3
Jewish agencies	6,273	156,430	+2.3	-1.5	+1.3	-1.5	.2	.2	.1
Catholic agencies	10,393	187,322	+11.3	+4.7	-3.7	+2.5	.2	.2	.2
Salvation Army	9,135	36,612	+76.1	+26.8	+46.1	+7.4	(10)	(10)	(10)
Other private agencies	11,803	128,140	+26.9	+9.7	+1.6	+5.5	.1	.1	.1

<sup>1</sup>Incomplete, since some agencies reporting amount of assistance did not report number of cases aided.

<sup>2</sup>Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>3</sup>Based on data for 105 areas. Comparable data are not available for 11 areas because WPA earnings relate to county in November 1938 and to city in November 1939.

<sup>4</sup>Total number of cases aided by public and/or private agencies cannot be obtained by adding figures shown, since an unknown number of cases received assistance from more than 1 agency.

<sup>5</sup>Includes estimates amounting to \$131,921.

<sup>6</sup>Public agencies administered \$1,733 of private funds while private agencies administered \$10,994 of public funds, so that total amounts contributed from public and private sources, respectively, were \$90,931,527 and \$854,634.

<sup>7</sup>Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>8</sup>Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>9</sup>Decrease of less than 0.1 percent.

<sup>10</sup>Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for earnings of persons employed on projects other than those operated by the WPA.

<sup>11</sup>Figures not available.

<sup>12</sup>Includes direct and work relief and aid to veterans.

<sup>13</sup>Increase of less than 0.1 percent.

<sup>14</sup>Less than 0.1 percent.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, November 1939

[Corrected to Jan. 19, 1940]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		Oc-to-ber 1939	No-vember 1938
Alabama:											
Birmingham	County	\$340,761	\$340,597	\$7,154	\$22,449	\$17,004	\$805	\$493,185	\$164	-1.2	-20.5
Mobile	do	110,521	109,899	1,038	8,841	2,229	172	97,619	622	+7.6	-33.0
California:											
Los Angeles	do	5,680,079	5,665,200	1,709,008	1,784,265	207,864	157,047	1,717,025	* 23,870	+1.2	-2.4
Oakland	do	1,245,362	1,245,448	335,805	254,708	51,209	23,399	580,327	2,914	+2.1	-15.2
Sacramento	do	282,121	280,338	56,813	107,467	19,143	7,226	89,689	1,783	+6.5	-3.8
San Diego	do	643,171	642,420	176,332	224,342	27,183	12,034	202,538	* 742	+1.2	-6.3
San Francisco	do	1,639,820	1,623,348	464,385	336,683	52,530	24,545	745,205	16,472	+3.7	-19.4
Colorado: Denver	do	747,488	744,377	64,938	341,444	46,893	3,730	287,372	3,081	+3.9	+1.1
Connecticut:											
Bridgeport	City	190,222	187,833	* 47,308	32,798	7,413	564	99,662	2,389	+9	(?)
Hartford	do	234,364	221,669	* 62,136	51,957	7,152	876	99,548	* 12,695	+8	-33.9
New Britain	do	85,231	84,650	* 11,335	12,307	3,065	132	57,721	581	-2.5	-40.3
New Haven	do	297,771	292,605	* 80,334	50,187	9,082	962	152,020	5,166	+9.0	(?)
Delaware: Wilmington	County	153,004	150,524	29,938	17,012	10,079	-----	93,475	2,480	-9.6	-34.3
District of Columbia: Washington	City	659,972	640,999	44,100	83,405	34,327	5,355	473,722	* 18,973	+3	-31.1
Florida:											
Jacksonville	County	330,191	329,183	5,859	44,761	8,682	2,863	267,018	1,008	-10.7	-22.8
Miami	do	156,635	151,183	6,530	34,661	10,661	1,916	97,415	5,452	-1.6	-18.4
Georgia: Atlanta	do	404,778	399,024	10,906	16,248	15,313	1,554	355,003	5,754	-3.5	-46.4
Illinois:											
Chicago	do	8,312,762	8,225,702	3,046,340	1,128,963	80,289	72,769	3,897,321	87,060	+7.9	-33.5
Springfield	do	270,333	267,983	38,937	41,516	1,615	4,692	181,223	2,350	+6.7	-1.0
Indiana:											
Evansville	do	356,397	355,753	37,328	42,079	22,470	1,632	252,244	644	+8.0	-14.2
Fort Wayne	do	216,222	214,259	32,901	41,326	21,093	1,370	117,569	1,963	-2.7	-25.4
Indianapolis	do	851,064	842,065	136,527	135,054	72,819	6,415	491,250	* 8,999	+1.4	-33.4
South Bend	do	263,015	262,709	57,518	39,096	20,170	991	144,934	306	+6	-33.8
Terre Haute	do	299,365	298,426	38,150	53,420	18,305	2,035	186,507	939	+12.7	-33.1
Iowa:											
Des Moines	do	500,714	499,679	72,826	88,607	3,906	5,171	329,019	1,035	+6.2	-13.8
Sioux City	do	191,951	191,235	61,280	42,211	4,069	1,680	81,995	716	-2	-15.0
Kansas:											
Kansas City	do	262,364	261,946	37,701	30,199	14,338	1,521	178,187	418	+10.9	-32.4
Topeka	do	120,749	119,882	10,111	17,530	7,759	1,015	83,467	867	+3.6	-12.7
Wichita	do	204,674	203,974	67,173	40,940	18,341	1,706	75,724	700	+6.6	-14.9
Kentucky: Louisville	do	260,695	255,333	* 21,538	33,613	8,723	-----	191,450	* 5,362	+5.6	-35.6
Louisiana:											
New Orleans	Parish	1,027,328	1,016,393	31,587	64,529	84,024	4,812	831,441	* 10,935	+13.9	-15.3
Shreveport	do	47,997	47,700	6,927	13,897	12,898	518	13,460	297	-6.4	+13.3
Maine: Portland	City	97,313	96,235	* 22,618	18,618	4,353	1,285	49,361	1,078	+15.2	(?)
Maryland: Baltimore	do	740,069	721,815	176,457	152,315	138,639	9,084	245,420	18,254	+4.4	-11.9
Massachusetts:											
Boston	do	2,364,837	2,284,005	496,302	424,003	235,138	8,370	1,110,202	80,832	+7.2	-27.0
Brockton	do	195,885	192,637	* 35,734	57,638	8,058	453	90,754	3,248	-17.8	-21.9
Cambridge	do	252,135	249,251	84,930	44,755	16,795	1,060	101,711	2,884	+6.0	-25.9
Fall River	do	251,932	251,264	59,939	56,579	12,199	985	121,262	668	-19.4	-33.4
Lawrence	do	151,329	150,257	23,494	44,902	5,113	505	76,243	1,072	+3.3	-41.4
Lowell	do	299,434	296,811	68,431	67,180	15,723	729	144,748	2,623	+2.6	-27.5
Lynn	do	256,054	253,079	56,588	76,983	9,722	726	109,060	* 2,975	-10.8	-30.6
Malden	do	117,977	117,954	44,803	31,937	6,405	275	34,534	23	+9.2	-13.8
New Bedford	do	264,972	263,416	52,626	78,987	11,393	892	119,518	1,556	-17.1	-34.3
Newton	do	84,175	82,787	31,246	17,894	8,489	122	25,036	1,388	+4.4	-22.9
Springfield	do	378,211	375,012	108,364	79,795	23,467	862	162,524	* 3,199	+20.2	-6.9
Worcester	do	516,149	512,268	155,715	92,876	23,730	811	239,136	3,881	+27.3	-8.0
Michigan:											
Detroit	County	3,807,923	3,790,945	954,130	253,304	367,623	5,975	2,200,913	* 16,978	+12.8	-27.4
Flint	do	308,094	307,789	52,968	55,768	21,791	594	176,670	305	-1.2	-43.4
Grand Rapids	do	467,838	467,123	50,066	105,589	28,392	1,193	281,913	* 715	-16.0	-36.9
Pontiac	do	253,753	253,221	28,674	49,317	27,126	556	147,548	532	-4.4	-42.1
Saginaw	do	182,087	180,878	20,956	29,947	17,751	425	111,790	1,209	+5.0	-18.3
Minnesota:											
Duluth	do	739,430	734,220	197,213	112,839	35,286	2,481	386,401	5,210	+8.4	-17.4
Minneapolis	do	1,362,545	1,354,906	400,818	305,539	53,347	4,960	591,242	* 7,639	+5.1	-28.9
St. Paul	do	707,474	702,190	223,612	117,964	25,034	2,988	332,592	5,284	+6.1	-33.7
Missouri:											
Kansas City	do	908,536	896,842	72,616	169,966	13,120	* 10,675	630,465	* 11,694	+0.2	-13.0
St. Louis	City and county	1,391,289	1,366,800	125,166	219,425	35,336	* 17,175	969,698	24,489	+6.6	-45.4
Nebraska: Omaha	County	453,842	444,379	9,507	69,142	32,133	2,373	331,224	* 9,463	+6.6	-37.4
New Jersey:											
Jersey City	City	401,447	400,977	171,069	26,020	24,357	1,139	178,372	470	+3.1	(?)
Newark	do	1,079,424	1,075,782	432,000	60,775	60,744	2,229	520,034	3,642	+2.2	(?)
Trenton	do	188,917	186,700	49,082	17,742	13,083	721	106,072	2,217	+14.2	(?)

See footnotes at end of table.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, November 1939—Continued

[Corrected to Jan. 19, 1940]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		October 1939	November 1938
New York:											
Albany	City	\$122,414	\$120,531	853,449	\$16,276	\$4,837	\$657	\$45,312	* \$1,883	-1.4	(?)
Buffalo	County	1,411,926	1,397,846	826,688	90,492	70,311	2,971	407,384	14,080	+2.1	-23.1
New Rochelle	City	101,336	101,117	64,851	11,522	10,128	29	14,587	719	+4.2	-2.3
New York	do	16,369,326	16,197,588	6,061,588	1,404,667	1,282,385	40,539	7,388,100	* 171,738	+1.4	-29.2
Niagara Falls	do	94,565	94,279	47,398	9,279	7,606	135	29,861	586	+4	(?)
Rochester	do	730,398	727,728	445,096	115,576	43,267	2,569	120,620	2,670	+3	(?)
Syracuse	County	513,602	509,907	256,096	74,670	24,058	1,025	154,058	3,695	+1.2	-18.9
Utica	City	194,775	191,952	65,726	38,093	14,021	404	73,708	2,823	+16.7	(?)
Yonkers	do	259,879	258,445	126,534	21,084	19,640	410	90,777	1,434	+2.0	-24.5
North Carolina:											
Asheville	County	125,567	125,567	3,256	12,610	4,587	911	104,203		+2.8	-20.9
Charlotte	do	92,369	91,797	5,641	17,633	6,227	1,448	60,848	572	+4.9	-8.1
Greensboro	do	82,488	82,355	1,872	16,161	6,620	1,403	56,299	133	-3.7	-22.4
Winston-Salem	do	121,086	116,321	7,618	14,025	5,674	994	88,010	4,765	+7.4	+2.6
Ohio:											
Akron	do	879,695	876,940	141,732	82,171	9,686	1,775	641,576	2,755	+4.1	-41.0
Canton	do	360,902	360,772	41,001	87,337	13,057	1,876	217,521	130	-2.4	-43.6
Cincinnati	do	1,013,371	998,902	281,718	202,130	30,773	5,273	529,008	14,469	+1.4	-32.7
Cleveland	do	2,833,496	2,791,104	570,312	244,778	108,882	8,292	1,832,840	42,382	-8.6	-51.9
Columbus	do	803,693	801,981	116,872	173,633	15,677	6,172	489,627	1,712	+7.4	-27.0
Dayton	do	544,121	541,932	128,915	126,444	13,122	2,555	270,806	2,189	+4.6	-30.9
Springfield	do	146,967	146,967	7,249	57,066	4,029	1,363	77,260		-2.1	-44.1
Toledo	do	819,078	818,434	51,856	132,234	14,859	4,451	615,034	644	+7	-50.9
Youngstown	do	360,705	360,028	52,437	54,413	10,350	3,281	239,547	767	+5.7	-50.7
Oklahoma: Tulsa	do	215,514	207,912	13,281	83,750	10,355	2,583	91,943	7,602	+8	-20.3
Oregon: Portland	do	604,379	602,232	94,422	173,589	22,665	5,122	306,434	2,147	+7.5	-20.0
Pennsylvania:											
Allentown	do	229,232	228,318	42,977	20,052	9,197	5,487	150,605	914	+32.4	-37.2
Altoona	do	279,409	279,351	64,678	29,472	17,141	6,171	161,889	58	-20.2	-33.7
Bethlehem	do	266,787	269,084	40,424	20,877	11,335	5,696	190,752	703	+37.6	-29.6
Chester	do	302,145	300,106	63,616	31,126	15,704	7,059	192,601	2,039	+26.1	-24.7
Erie	do	310,004	300,980	94,390	45,469	17,518	8,157	144,446	24	-2.3	-30.5
Johnstown	do	368,576	368,385	89,000	35,411	28,989	7,493	207,492	191	-20.7	-40.4
Philadelphia	do	4,033,117	3,986,429	2,171,082	355,402	337,125	71,356	1,051,464	* 46,688	+1.7	-17.9
Pittsburgh	do	2,942,737	2,920,160	1,225,964	229,182	165,085	37,880	1,262,090	* 22,577	-14.5	-36.4
Reading	do	341,312	339,184	99,980	35,516	11,485	9,254	182,949	* 2,128	+4.9	-33.4
Scranton	do	980,892	977,455	437,584	51,798	38,135	10,800	439,069	* 3,437	+42.1	-29.8
Wilkes-Barre	do	1,003,285	1,091,595	573,782	54,476	45,213	14,295	403,820	1,690	-7	-40.5
Rhode Island: Providence	City	492,356	486,277	167,469	58,580	20,286	469	239,473	* 6,079	+31.5	(?)
South Carolina: Charleston	County	151,433	150,988	2,639	11,557	5,387	689	130,716	445	+7.1	-33.4
Tennessee:											
Knoxville	do	152,562	151,980	4,156	18,367	15,370	728	113,368	* 573	+10.2	-18.8
Memphis	do	348,438	345,204	18,080	53,064	19,270	3,116	251,734	3,174	+4.2	+23.1
Nashville	do	230,173	228,002	2,321	41,792	16,820	2,371	164,698	2,171	+8.5	+4.6
Texas:											
Dallas	do	257,028	252,137	8,285	61,105	337		181,910	4,891	-2	-34.5
El Paso	do	71,647	71,386	125	8,674			62,587	261	-1.6	-25.1
Fort Worth	do	271,649	271,340	17,066	48,324			205,950	309	-1.7	-22.6
Houston	do	278,815	274,558	20,857	52,607			201,094	4,257	-2.4	-21.4
San Antonio	do	307,251	302,573	49,135				253,438	4,678	+10.9	-5.9
Utah: Salt Lake City	do	417,506	415,513	76,119	100,147	33,391	1,503	204,353	* 2,063	-7.8	-5.2
Virginia:											
Norfolk	City	78,603	77,539	5,590	9,723	2,000	788	59,339	1,154	+2.7	-8.5
Richmond	do	156,338	150,112	25,032	11,446	1,915	946	110,773	6,246	+7.2	-7.1
Roanoke	do	22,998	22,998	1,873	4,049	333	428	15,815		+3	-31.0
Washington:											
Seattle	County	751,066	746,168	167,302	236,278	31,715	8,064	302,719	* 4,898	+7	-35.6
Tacoma	do	383,948	383,948	37,555	101,188	17,587	2,696	224,922		-9	-36.1
West Virginia: Huntington	do	142,658	141,880	4,109	9,813	5,088	616	122,254	* 788	+6.9	-39.5
Wisconsin:											
Kenosha	do	171,686	171,340	41,304	25,521	17,872	1,429	85,124	346	-9	-43.3
Madison	do	243,665	243,381	32,819	47,862	24,828	1,008	136,860	314	+2.2	-20.6
Milwaukee	do	1,903,150	1,892,601	580,882	211,168	108,729	9,205	982,617	10,549	+2.3	-29.1
Racine	do	177,761	176,932	58,969	28,023	19,274	901	69,785	809	-5.3	-33.5

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>2</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>3</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>4</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for

these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Includes estimate.

<sup>7</sup> Comparable data not available because WPA earnings relate to county in November 1938 and to city in November 1939.

<sup>8</sup> Relates to city.

<sup>9</sup> Estimated.

<sup>10</sup> Incomplete, since figures are not obtainable for 1 relief program.

## General Relief Operations of Public Agencies in Selected Large Cities, December 1939

Reports on general relief operations were received from the 18 cities in the United States with populations of more than 400,000 in 1930 and from Rochester, New York, which is slightly smaller.

### Cases Aided and Amount of Relief

During December in these 19 cities 603,000 cases received assistance from general relief funds amounting to approximately \$19 million. Both the number of cases assisted and the amount of obligations incurred for assistance declined nearly 2 percent from November.

Data published for New Orleans have hitherto included only relief to unemployable cases. However, assistance is granted to cases with employable members from funds derived from a city amusement tax. December figures include the number of cases receiving this assistance and the amount of the assistance.

As shown in table 3 Buffalo reported no change from the previous month in the number of cases receiving relief. Decreases amounted to 11 percent in Pittsburgh and to less than 8 percent in eight other cities. Increases in the remaining

cities were less than 6 percent, except in Detroit where an increase of 10 percent occurred. This was due to the inclusion of a large number of cases approved for aid to dependent children and aid to the blind to which supplementary assistance was given pending their transfer to the new State Bureau of Social Security.

Expenditures for relief in Detroit were 15 percent less, but in St. Louis 14 percent and in New Orleans 24 percent greater, than in the previous month. In New Orleans expenditures for relief to employable cases decreased 36 percent while expenditures for relief to unemployable cases increased 32 percent. Of the remaining cities eight reported increased expenditures and eight decreased expenditures. No increase amounted to more than 7 percent, and no decrease to more than 8 percent.

Average amounts of relief per family case and per single-person case were computed from data available for 13 cities. These averages do not necessarily reflect the adequacy of relief in the various cities, since many factors affect their comparability. The average amount of relief per family case was above \$40 in 5 cities, with the highest average of \$48.03 in Rochester. In 3 cities—Cincinnati, Cleveland, and St. Louis—the average

**Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case in selected cities, December 1939**

City	Number of cases receiving relief	Amount of relief <sup>1</sup>	Average amount		Percentage change from November 1939 in —	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore	7,250	\$151,919	(2)	(2)	+4.7	+6.3
Boston	16,549	453,908	27.68	20.00	-3.9	+1.2
Buffalo	18,323	662,617	41.47	19.87	(4)	-5.2
Chicago	93,223	\$2,689,744	(2)	(2)	-2.6	-5.0
Cincinnati	8,077	202,057	27.68	18.27	-5.1	+1.5
Cleveland	23,504	450,130	27.40	10.39	-7.2	-5.5
Detroit	25,309	702,452	(2)	(2)	+10.3	-14.8
District of Columbia <sup>2</sup>	1,761	46,612	31.91	19.21	+4.0	+6.8
Los Angeles <sup>3</sup>	56,453	1,869,317	42.22	17.39	+8	+2.9
Milwaukee <sup>4</sup>	22,696	15,598,946	33.90	12.00	-4	-1.0
Minneapolis	13,844	373,594	31.69	19.00	+4.7	+4.6
Newark	12,704	401,095	37.02	21.47	-1.4	+4
New Orleans	11,260	\$14,260	(2)	(2)	+5.4	+24.3
New York	150,173	6,074,661	45.36	27.75	-1.1	-1
Philadelphia	12,688	2,111,392	(2)	(2)	-3.6	-2.6
Pittsburgh <sup>5</sup>	12,413	1,124,462	(2)	(2)	-11.4	-7.9
Rochester	9,557	399,333	48.03	19.00	+1.5	-7
St. Louis	6,315	130,440	27.86	9.26	+3.5	+12.7
San Francisco	17,122	496,118	44.47	20.19	+3.7	+6.6

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Not available.

<sup>3</sup> Based on data estimated by city.

<sup>4</sup> No change.

<sup>5</sup> Includes cases receiving aid from special departments: Transportation Service, 437 cases, \$8,924; Children's and Minors' Service, 2,402 cases, \$56,827; Nursing Home Service, number of cases not available, \$1,429; and Shelter Division, 1,370 cases, \$11,603.

<sup>6</sup> Includes 4,000 cases receiving aid to dependent children and 162 cases receiving aid to the blind, which also received supplementary aid pending

transfer to new State Bureau of Social Security. Also includes 697 cases not yet formally approved but receiving temporary emergency aid.

<sup>7</sup> Accepts only unemployable cases.

<sup>8</sup> Figures relate to entire county in which city is located.

<sup>9</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>10</sup> Includes \$21,062 which covered cost of operating a commissary.

<sup>11</sup> Includes 320 employable cases receiving \$2,586. Data published previously covered only unemployable cases.

<sup>12</sup> Includes duplications, since in some cases relief was granted more than once during month.

Table 4.—General relief cases in households receiving other types of income or assistance in selected cities, December 1939

City	Number of cases receiving relief	Percent of general relief cases in households receiving 1—				
		Unemployment benefits	Earnings from regular employment	WPA earnings	Old-age assistance	Aid to dependent children
Baltimore	7,250	0.4	0.6	9.9	3.2	34.7
Buffalo	18,323	.3	8.8	2.6	1.2	
Chicago	95,223	(1)	(1)	.8	2.6	.2
Cincinnati	8,077	.2	4.2	1.2	3.0	.5
Cleveland	23,504	.2	4.3	7.7	.3	(1)
Detroit	25,300	.6	4.5	6.6	2.5	15.9
District of Columbia <sup>4</sup>	1,761	(1)	(1)	(1)	5.2	.1
Los Angeles <sup>5</sup>	51,684	(1)	(1)	1.9	(1)	(1)
Milwaukee <sup>6</sup>	22,666	.5	4.9	17.8	1.8	.2
Minneapolis	13,844	.1	2.1	15.4	5.2	4.1
Newark	12,704	.7	23.0	3.3		
New Orleans <sup>7</sup>	1,940			2.9	1.4	1.0
New York	156,173	.2	4.9	5.6	2.9	1.7
Philadelphia	68,794	.3	(1)	1.9	(1)	(1)
Pittsburgh <sup>8</sup>	41,350	.6	(1)	4.3	(1)	(1)
Rochester	9,557	.5	13.7	7.5	4.9	2.5
San Francisco <sup>9</sup>	7,15,848	(1)	(1)	6.6	(1)	(1)

<sup>1</sup> Figures on number of general relief cases which also received aid to the blind are available for 10 cities. Such cases amount to 0.6 percent of cases receiving relief in Detroit and the District of Columbia; 0.2 percent in Cincinnati, New York, and Rochester; 0.1 percent in Baltimore, Buffalo, Milwaukee, and New Orleans; and less than 0.1 percent in Cleveland.

<sup>2</sup> Not available.

<sup>3</sup> Less than 0.1 percent.

<sup>4</sup> Accepts only unemployable cases.

<sup>5</sup> Figures relate to entire county in which city is located.

<sup>6</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>7</sup> Cases open on last day of month.

<sup>8</sup> Based on cases open on last day of month.

<sup>9</sup> Figures refer to unemployable cases only. Data not available for employable cases.

was between \$27 and \$28. Average amounts per single-person case ranged from \$9.26 in St. Louis to \$27.75 in New York.

#### General Relief in Addition to Other Types of Income

Table 4 presents available data on the extent to which general relief was granted to households with income from other specified sources. In some cities a considerable proportion of the cases receiving relief during the month were in households which also received aid to dependent children, WPA earnings, or income from regular employment. In 35 percent of the cases in Baltimore and 16 percent of the cases in Detroit general relief supplemented aid to dependent children. In 18 percent of the cases in Milwaukee, 15 percent in Minneapolis, and 10 percent in Buffalo general relief supplemented WPA earnings. Twenty-three percent of the cases in Newark and 14 percent in Rochester were in households in which some portion of the income was derived from earnings in regular employment.

#### Case Turn-Over

Data were available on which to base accession and separation rates for all cities except Minneapolis. These rates represent the number of openings and number of closings as percentages of the average number of cases open at the beginning and end of the month. Accession rates ranged from 3 in Cleveland to 26 in San Francisco, and separation rates (exclusive of New Orleans where data covered unemployable cases only) from 6 in Rochester to 38 in Detroit. Turn-over in case load was relatively high in Detroit, Milwaukee, and San Francisco, with both accession and separation rates above 20. Turn-over was comparatively low in Buffalo, Chicago, Newark, New York, Philadelphia, and Rochester, with both rates below 9. In 10 cities the number of closings during December exceeded the number of openings in that month.

#### Effect of WPA Employment on Case Load

In each of the 17 cities for which data are available on assistance to employable cases more cases were closed through placement on WPA projects than were opened on loss of such employment. Accession rates for cases opened on loss of WPA

Table 5.—Reasons for opening general relief cases in selected cities, December 1939

City	Number of cases opened	Accession rate <sup>1</sup>	Percent opened for specified reason			
			Cessation of unemployable benefits	Loss of regular employment	Loss of WPA employment	All other reasons
Baltimore	1,028	15.6		26.6	9.6	63.8
Boston	2,139	14.9	1.4	37.4	38.1	23.1
Buffalo	1,359	7.5	2.0	46.0	15.4	36.6
Chicago	5,096	5.2	9.3	21.1	40.8	28.8
Cincinnati	1,013	11.2	3.6	22.9	28.2	45.3
Cleveland	802	3.1	1.2	24.6	35.8	38.4
Detroit	4,454	23.6	2.7	28.2	25.0	44.1
District of Columbia <sup>4</sup>	309	15.7				100.0
Los Angeles <sup>5</sup>	8,248	16.0	(1)	(1)	9.5	(1)
Milwaukee <sup>6</sup>	3,771	20.1	.5	26.5	30.7	42.3
Minneapolis	1,743	(1)	2.0	45.3	15.9	36.8
Newark	995	8.1	1.1	36.5	18.9	43.5
New Orleans <sup>7</sup>	237	12.9				100.0
New York	11,288	7.7	3.4	26.7	34.2	35.7
Philadelphia	3,947	6.0	5.7	41.5	18.9	33.9
Pittsburgh <sup>8</sup>	3,290	8.5	6.0	32.4	39.0	22.6
Rochester	648	6.9	2.0	54.2	9.1	34.7
St. Louis	739	12.0		2.0	3.4	94.6
San Francisco <sup>9</sup>	4,016	25.9	3.3	(1)	9.2	(1)

<sup>1</sup> Cases opened as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Includes cases opened because of decreased earnings.

<sup>3</sup> Accepts only unemployable cases.

<sup>4</sup> Figures relate to entire county in which city is located.

<sup>5</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>6</sup> Not available.

<sup>7</sup> Figures refer to unemployable cases only. Data not available for employable cases.

employment ranged from less than 1 to 6 and were as high as 6 only in Boston, Detroit, and Milwaukee. Separation rates for cases transferred to WPA employment ranged from 2 to 13 and were above 6 in Boston, Cincinnati, Detroit, Los Angeles, Milwaukee, and San Francisco.

In Chicago 41 percent of the openings were attributed to loss of WPA employment. In seven cities—Boston, Cincinnati, Cleveland, Detroit, Milwaukee, New York, and Pittsburgh—this reason accounted for 25 to 39 percent of the openings. On the other hand, placement on WPA projects was responsible for more than 22 percent of the closings in all cities and for 62 to 65 percent of the closings in Boston, Chicago, New York, and San Francisco.

#### *Effect of Regular Employment on Case Load*

Regular employment effected the greatest change in case load in Detroit. In this city an accession rate of 7 for cases opened on loss of employment was accompanied by a separation rate of 26 for cases closed because employment was obtained. The excess of closings over openings

resulted in a net decrease of 3,700 cases. In other cities accession rates were below 6 and separation rates below 4. Net changes because of employment, whether increases or decreases, were relatively small.

Loss of regular employment accounted for more than half the openings in Rochester and for more than 40 percent in Buffalo, Minneapolis, and Philadelphia. In Detroit 70 percent of the number of cases closed were closed because regular employment was obtained. No other city attributed more than 38 percent of the closings to this reason.

#### *Effect of Unemployment Benefits on Case Load*

In Philadelphia and Pittsburgh 6 percent, and in Chicago 9 percent, of the openings during the month were attributed to cessation of unemployment benefits. In other cities this reason accounted for less than 4 percent of the total openings. Receipt of unemployment benefits was responsible for as much as 4 percent of the closings only in Philadelphia. Net changes as a result of unemployment benefits were slight.

Table 6.—*Reasons for closing general relief cases in selected cities, December 1939*

City	Number of cases closed	Separation rate <sup>1</sup>	Percent closed for specified reason						
			Transferral to—			Relief no longer needed			All other reasons
			WPA	Special types of public assistance	Other relief status	Unemploy- ment benefits received	Regu- lar employ- ment obtained	Increased earnings or income	
Baltimore.....	996	15.1	36.8	13.4	0.2	1.0	4.2	2.6	41.8
Boston.....	2,319	16.2	* 63.6	5.3	(*)	.9	19.1	(*)	(*)
Buffalo.....	1,323	7.3	28.4	1.7	.8	1.9	38.0	11.6	17.6
Chicago.....	7,470	7.6	64.8	2.1	.1	1.1	13.8	4.1	14.0
Cincinnati.....	1,316	14.6	49.7	1.5	.8	.5	16.4	4.0	27.1
Cleveland.....	2,617	10.2	59.1	1.6	.9	.9	20.1	.2	17.2
Detroit.....	7,162	38.0	22.5	.4	(*)	.8	69.5	2.4	(*)
District of Columbia <sup>2</sup> .....	249	12.6	28.1	14.5	.4	—	11.6	1.2	44.2
Los Angeles <sup>3</sup> .....	7,988	15.5	55.1	7.0	.8	2.0	13.3	1.6	20.2
Milwaukee <sup>4</sup> .....	4,810	25.6	39.2	1.7	1.0	.7	10.0	2.3	45.1
Minneapolis.....	1,116	(*)	27.3	3.2	(*)	3.3	18.4	11.7	(*)
Newark.....	1,011	8.3	39.6	(*)	(*)	1.0	21.9	(*)	(*)
New Orleans <sup>5</sup> .....	57	3.1	19.3	26.3	19.3	—	7.0	1.8	26.3
New York.....	12,618	8.6	64.7	3.4	1.9	1.1	11.6	6.8	10.5
Philadelphia.....	5,466	8.4	* 31.1	5.2	(*)	3.6	30.8	6.1	(*)
Pittsburgh <sup>6</sup> .....	5,035	13.0	* 45.5	4.6	(*)	2.0	28.2	4.9	(*)
Rochester.....	558	5.9	35.7	4.3	1.3	2.3	36.7	9.7	10.0
St. Louis.....	455	7.4	43.1	15.2	.9	1.5	9.0	5.3	25.0
San Francisco <sup>7</sup> .....	3,338	21.5	62.0	2.2	4.1	2.4	9.5	1.0	18.8

<sup>1</sup> Cases closed as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Includes cases transferred to the NYA and CCC.

<sup>3</sup> Not available.

<sup>4</sup> Accepts only unemployable cases.

<sup>5</sup> Figures relate to entire county in which city is located.

<sup>6</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>7</sup> Figures refer to unemployable cases only. Data not available for employable cases.

<sup>8</sup> Includes cases transferred to the NYA.

# OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE · ANALYSIS DIVISION

## *Employee Accounts Established in Baltimore*

Fewer employee accounts were established in 1939 than in 1938—5.1 million and 5.9 million, respectively; the monthly average decreased to 425,600 from 494,900 accounts. The number of accounts established declined to less than 300,000 in May 1939 but thereafter increased irregularly; the last 3 months exceeded the comparable months of 1938. Both the general increase in employment and extended coverage under the amendments to the Social Security Act probably influenced the gain in account numbers in the latter part of 1939.

As of December 31, 1939, a cumulative net total of 47.7 million employee accounts had been established with the Board in Baltimore with 477,932 new accounts established in December 1939. Investigation of the cases in which more than one account number was held by the same individual was continued during December by the

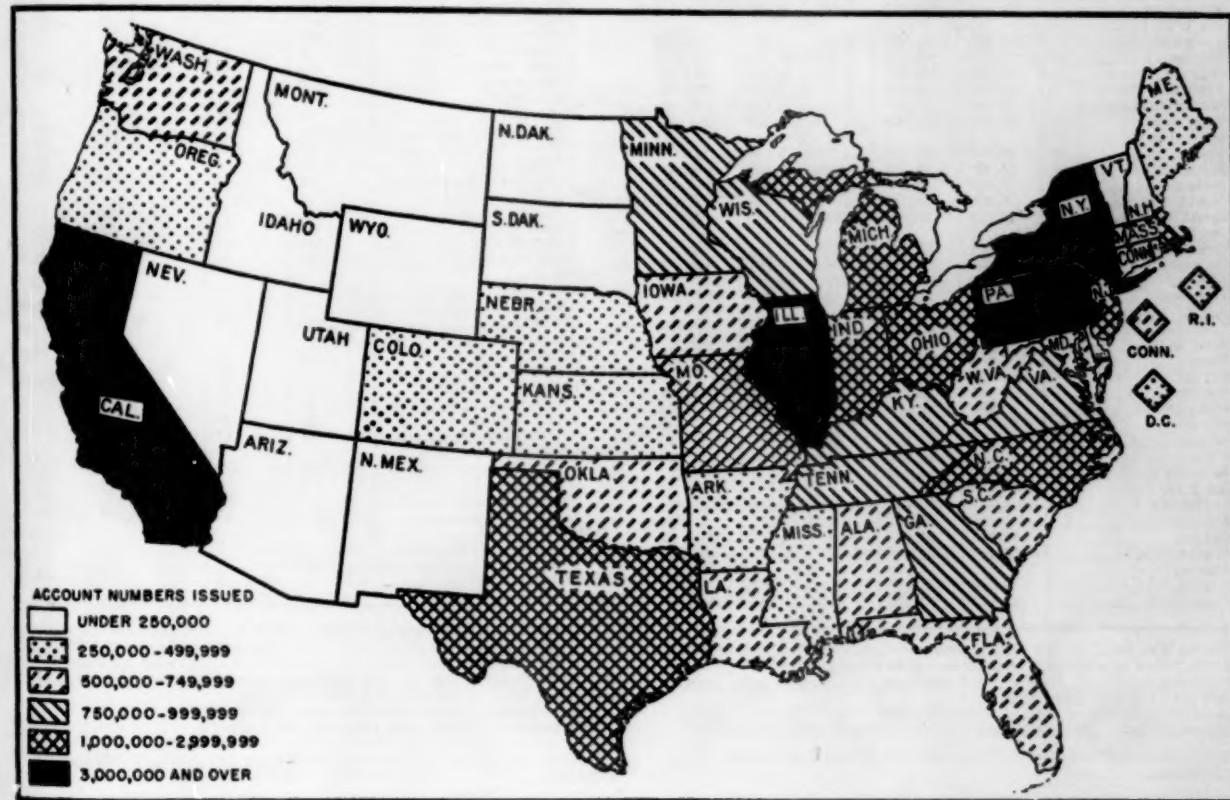
Accounting Operations Division, with the result that 23,370 accounts were reported voided and canceled for the month.

The cumulative total of account numbers issued from November 1936 through December 1939, by States, is shown in chart I.

## *Claims for Lump-Sum Payments*

During the year 1939, 174,824 lump-sum payments were certified, representing a total of approximately \$13.9 million or an average of \$79.48 per claim. Of the total claims certified, 59,343, amounting to approximately \$4.6 million or an average of \$77.08 per claim, were filed by individuals who attained age 65 before August 10, 1939. When the amendments went into effect, lump-sum payments at age 65 were discontinued, and only lump-sum death payments were certified. There were 115,481 death payments certified during the year for a total of \$9.3 million; the average

Chart I.—Employee accounts established, by States, November 1936–December 1939



payment was \$80.72. The cumulative total of lump-sum payments, as of December 31, 1939,

**Table 1.—Employee accounts established in Baltimore, by regions and States in which account numbers were issued, January–December 1939, and December 1939<sup>1</sup>**

Region <sup>2</sup> and State	Employee accounts established					
	January–December 1939		December 1939		Cumulative through December 1939 <sup>3</sup>	
	Total	Net <sup>4</sup>	Total	Net <sup>4</sup>		
Total	5,567,455	5,107,328	501,302	477,932	47,734,557	
Region I:						
Connecticut	64,451	59,952	4,576	4,385	743,913	
Maine	34,893	32,473	2,233	2,044	318,162	
Massachusetts	152,524	139,593	17,564	17,015	1,860,040	
New Hampshire	20,324	19,019	1,403	1,281	201,543	
Rhode Island	33,434	31,954	2,833	2,799	330,508	
Vermont	13,646	12,917	977	925	112,849	
Region II:						
New York	629,731	558,312	53,822	53,483	6,316,418	
Region III:						
Delaware	13,975	12,940	1,105	1,040	109,314	
New Jersey	187,415	175,423	12,302	11,996	1,737,063	
Pennsylvania	362,405	341,256	29,090	27,836	3,910,450	
Region IV:						
District of Columbia	36,012	31,720	3,654	3,335	304,473	
Maryland	77,449	69,184	9,797	8,979	674,573	
North Carolina	145,112	130,057	12,957	11,832	1,006,636	
Virginia	118,659	106,043	11,565	10,642	776,346	
West Virginia	60,500	52,480	7,033	6,383	616,682	
Region V:						
Kentucky	109,509	99,900	10,867	10,548	761,209	
Michigan	188,457	173,327	21,700	21,261	2,131,171	
Ohio	270,184	255,608	27,116	26,370	2,774,211	
Region VI:						
Illinois	375,967	355,258	34,005	32,620	3,305,528	
Indiana	124,833	118,157	12,420	12,074	1,250,774	
Wisconsin	105,273	100,237	9,351	9,100	956,344	
Region VII:						
Alabama	127,695	121,922	14,344	14,003	728,760	
Florida	117,750	104,867	12,400	11,734	726,976	
Georgia	165,496	148,203	11,572	10,821	923,129	
Mississippi	88,157	82,358	7,770	7,264	424,921	
South Carolina	79,402	74,316	5,583	5,192	536,080	
Tennessee	117,654	111,861	12,578	12,248	814,190	
Region VIII:						
Iowa	83,979	80,893	7,173	7,018	628,456	
Minnesota	84,170	79,343	7,165	6,951	813,867	
Nebraska	46,533	43,647	4,121	3,956	341,011	
North Dakota	20,120	19,142	2,032	1,969	121,329	
South Dakota	18,756	17,604	1,965	1,908	133,931	
Region IX:						
Arkansas	86,471	80,925	7,473	7,153	401,755	
Kansas	57,639	54,055	4,509	4,187	496,647	
Missouri	160,235	146,134	16,340	15,501	1,323,149	
Oklahoma	90,107	82,863	8,446	8,051	672,354	
Region X:						
Louisiana	99,696	87,020	8,096	7,129	705,064	
New Mexico	29,090	26,454	2,493	2,201	135,235	
Texas	274,004	249,386	23,537	21,371	2,055,532	
Region XI:						
Arizona	24,065	21,492	1,900	1,761	176,726	
Colorado	56,206	53,335	5,375	5,203	384,336	
Idaho	24,189	22,330	1,832	1,743	167,839	
Montana	24,163	22,449	1,689	1,574	187,685	
Utah	21,782	20,656	1,852	1,759	182,058	
Wyoming	8,925	8,243	673	625	78,273	
Region XII:						
California	378,851	335,623	31,700	29,648	3,069,674	
Nevada	6,160	5,211	376	301	47,024	
Oregon	56,074	47,953	3,961	3,498	410,078	
Washington	74,154	66,577	6,073	5,537	665,594	
Territories:						
Alaska	3,459	3,199	204	182	24,129	
Hawaii	17,522	13,310	660	406	160,548	

<sup>1</sup> Neither the monthly nor the cumulative total of accounts established should be taken as a measure of the number of persons engaged in employment covered by title II, since account numbers are issued to some persons who are not in such employment.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Represents total less cancellations and voids plus reinstatements.

Source: Bureau of Old-Age and Survivors Insurance, Accounting Operations Division.

**Table 2.—Claims for lump-sum death payments: Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, December 1939<sup>1</sup>**

Region <sup>2</sup> and State	Number of claims		Amount certified	
	Received	Certified	Total	Average
Cumulative through December 1939	275,707	263,162	\$15,720,078	\$50.74
Total, December 1939	8,999	6,761	655,339	96.93
Region I:				
Connecticut	136	102	12,798	125.47
Maine	61	47	3,980	84.68
Massachusetts	338	254	28,256	111.34
New Hampshire	35	23	2,367	102.91
Rhode Island	57	45	4,201	93.36
Vermont	18	16	1,470	91.84
Region II:				
New York	1,013	832	100,447	117.90
Region III:				
Delaware	26	14	1,106	79.02
New Jersey	313	256	33,018	128.97
Pennsylvania	839	714	76,431	107.05
Region IV:				
District of Columbia	37	31	3,017	97.31
Maryland	145	111	10,806	97.35
North Carolina	185	140	8,766	62.62
Virginia	184	157	12,146	77.36
West Virginia	125	108	10,263	95.03
Region V:				
Kentucky	168	110	7,775	70.68
Michigan	412	298	34,630	116.21
Ohio	537	427	44,807	104.94
Region VI:				
Illinois	666	486	50,850	104.63
Indiana	213	168	16,818	100.11
Wisconsin	159	120	12,638	105.32
Region VII:				
Alabama	179	126	6,879	54.60
Florida	157	109	5,644	51.78
Georgia	227	144	7,111	49.38
Mississippi	89	68	3,371	49.57
South Carolina	133	99	4,731	47.79
Tennessee	154	120	7,599	63.32
Region VIII:				
Iowa	140	81	6,024	74.37
Minnesota	113	72	6,633	92.13
Nebraska	47	30	2,289	76.29
North Dakota	14	7	556	79.41
South Dakota	21	12	920	76.64
Region IX:				
Arkansas	126	79	4,226	53.50
Kansas	79	55	5,017	91.21
Missouri	210	162	14,921	92.10
Oklahoma	87	68	6,447	94.82
Region X:				
Louisiana	193	110	6,638	60.35
New Mexico	20	10	640	63.97
Texas	350	233	18,449	79.18
Region XI:				
Arizona	28	30	1,908	63.60
Colorado	80	60	4,331	72.19
Idaho	28	11	1,211	110.09
Montana	40	27	2,009	74.38
Utah	26	19	1,578	83.05
Wyoming	11	11	817	74.27
Region XII:				
California	524	372	43,293	116.38
Nevada	7	5	368	73.50
Oregon	83	57	4,613	80.93
Washington	149	83	9,026	108.75
Territories:				
Alaska	3	3	350	116.73
Hawaii	14	9	598	66.49
Foreign <sup>3</sup>	10	10	552	55.22

<sup>1</sup> All claims certified through 1939 were for lump-sum payments amounting to 3½ percent of total taxable wages. By amendment of Aug. 10, 1939, to the Social Security Act, such lump-sum payments at age 65 were discontinued as of that date; after Dec. 31, 1939, lump-sum payments upon the death of an individual became payable on a different basis.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Claims received from persons in foreign countries.

Source: Bureau of Old-Age and Survivors Insurance, Administrative Division.

was 441,730, amounting to \$25.7 million or an average of \$58.07 per claim.

The average amount certified for death payments increased each month from \$31.46 certified

**Table 3.—Claims for lump-sum payments: Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, January–December 1939<sup>1</sup>**

Region <sup>2</sup> and State	Total claims				Claims for payments at age 65				Claims for death payments			
	Number		Amount certified		Number		Amount certified		Number		Amount certified	
	Received	Certified	Total	Average	Received	Certified	Total	Average	Received	Certified	Total	Average
Cumulative through December 1939	460,061	441,730	\$25,650,330	\$58.07	184,354	178,568	\$9,930,252	\$55.61	275,707	263,162	\$15,720,078	\$59.74
Total, January–December 1939	176,366	174,824	13,895,054	79.48	57,551	59,343	4,573,956	77.08	118,815	115,481	9,321,068	80.72
Region I:												
Connecticut	3,114	3,065	291,670	95.16	1,206	1,234	117,335	95.09	1,908	1,831	174,344	95.22
Maine	1,181	1,168	81,922	70.14	469	485	35,181	72.54	712	683	46,741	68.44
Massachusetts	7,522	7,400	666,791	90.11	3,007	3,010	273,185	90.76	4,515	4,390	393,606	89.66
New Hampshire	763	766	53,383	60.60	313	326	21,697	66.56	450	440	31,586	72.01
Rhode Island	1,564	1,604	132,471	82.59	621	684	56,154	82.10	943	920	76,317	82.95
Vermont	557	566	30,660	64.79	247	265	15,750	59.43	310	301	20,919	69.50
Region II:												
New York	19,809	19,581	1,054,265	90.81	6,081	6,191	601,056	97.09	13,778	13,390	1,353,220	101.06
Region III:												
Delaware	455	431	37,347	86.65	154	161	13,191	81.93	301	270	24,156	89.47
New Jersey	7,476	7,458	717,263	96.17	2,623	2,692	252,239	93.70	4,853	4,766	465,024	97.57
Pennsylvania	17,195	17,172	1,502,714	87.51	6,346	6,468	551,782	85.31	10,849	10,704	960,932	88.84
Region IV:												
District of Columbia	854	794	64,440	81.16	216	220	18,628	84.67	638	574	45,812	79.81
Maryland	2,837	2,831	214,166	75.65	834	877	62,694	71.40	2,003	1,954	151,472	77.52
North Carolina	3,446	3,420	172,526	50.26	787	843	40,566	48.12	2,559	2,586	131,760	50.95
Virginia	3,005	3,077	189,471	61.58	820	864	57,159	66.16	2,185	2,213	132,312	59.79
West Virginia	2,454	2,500	180,076	72.03	811	815	50,573	62.05	1,643	1,685	129,503	76.86
Region V:												
Kentucky	2,918	2,819	172,180	61.08	748	755	49,834	66.01	2,170	2,064	122,346	59.28
Michigan	7,274	7,307	654,416	89.56	2,174	2,243	188,924	84.23	5,100	5,064	465,492	91.92
Ohio	11,410	11,402	1,011,355	88.70	4,073	4,185	363,630	86.89	7,337	7,217	647,716	89.75
Region VI:												
Illinois	12,838	12,681	1,154,616	91.05	4,019	4,140	351,247	84.84	8,810	8,541	803,369	94.06
Indiana	4,962	5,014	373,360	74.46	1,835	1,892	134,250	70.96	3,147	3,122	239,110	76.59
Wisconsin	3,733	3,736	317,746	85.05	1,514	1,538	126,266	82.12	2,219	2,198	191,447	87.10
Region VII:												
Alabama	2,922	2,864	145,511	50.81	673	697	34,802	49.93	2,249	2,167	110,700	51.09
Florida	2,329	2,256	115,367	51.15	601	601	33,442	55.64	1,728	1,655	81,955	49.52
Georgia	3,521	3,451	161,405	46.77	887	949	44,241	46.62	2,634	2,502	117,164	46.83
Mississippi	1,373	1,337	47,605	35.61	366	397	11,113	27.99	1,007	940	36,492	38.82
South Carolina	2,206	2,154	84,306	39.14	446	451	18,275	40.52	1,760	1,703	66,031	38.77
Tennessee	3,119	3,094	157,537	50.92	844	900	38,524	43.14	2,275	2,194	118,713	54.11
Region VIII:												
Iowa	2,678	2,726	164,015	60.17	1,046	1,204	63,988	53.15	1,632	1,522	100,027	65.72
Minnesota	2,840	2,800	231,212	80.00	1,036	1,129	87,535	77.53	1,804	1,761	143,677	81.59
Nebraska	1,124	1,072	64,297	59.98	515	485	22,625	46.65	609	587	41,672	70.99
North Dakota	326	321	18,924	58.95	103	108	5,423	50.21	223	213	13,501	63.38
South Dakota	395	373	21,328	57.18	140	139	8,040	57.84	255	234	13,288	56.78
Region IX:												
Arkansas	1,466	1,339	59,131	44.16	362	336	13,261	39.47	1,104	1,003	45,870	45.73
Kansas	1,553	1,490	103,968	69.71	554	542	33,228	61.31	999	948	70,640	74.52
Missouri	4,731	4,685	366,057	78.13	1,654	1,711	135,646	79.28	3,077	2,974	230,411	77.48
Oklahoma	1,668	1,614	113,918	70.58	457	468	29,595	63.24	1,211	1,146	84,323	73.58
Region X:												
Louisiana	2,531	2,500	134,440	53.78	615	673	34,616	51.43	1,916	1,827	99,824	54.64
New Mexico	332	291	18,335	63.01	61	58	3,628	62.56	271	233	14,707	63.12
Texas	5,614	5,511	354,930	64.40	1,186	1,237	76,153	61.59	4,428	4,274	278,747	65.22
Region XI:												
Arizona	656	549	34,992	63.74	145	146	10,177	69.70	511	403	24,815	61.58
Colorado	1,598	1,566	103,983	66.40	620	618	39,702	64.24	978	948	64,281	67.81
Idaho	545	507	31,174	61.40	186	184	9,604	52.20	359	323	21,570	66.78
Montana	800	787	58,236	74.00	241	246	17,502	71.15	559	541	40,734	75.29
Utah	647	655	45,741	69.83	221	232	15,202	65.52	426	423	30,539	72.20
Wyoming	299	302	19,495	64.55	85	86	5,009	58.25	214	216	14,486	67.06
Region XII:												
California	10,673	10,711	884,156	82.55	3,807	3,947	275,595	69.82	6,806	6,764	808,561	89.97
Nevada	173	159	12,817	77.46	54	53	3,895	73.48	119	106	8,422	79.45
Oregon	1,533	1,507	112,116	74.40	570	584	37,751	64.64	963	923	74,365	80.57
Washington	2,637	2,634	204,118	77.49	1,005	1,048	72,129	68.83	1,632	1,586	131,989	83.22
Territories:												
Alaska	96	97	7,160	73.81	32	33	1,539	46.64	64	64	5,621	87.83
Hawaii	389	372	24,644	66.25	175	176	9,006	51.17	214	196	15,636	79.79
Foreign <sup>3</sup>	205	209	16,030	76.70	16	17	997	58.63	189	192	15,033	78.30

<sup>1</sup> All claims certified through 1939 were for lump-sum payments amounting to 3½ percent of total taxable wages. By amendment of Aug. 10, 1939, to the Social Security Act, such lump-sum payments at age 65 were discontinued as of that date; after Dec. 31, 1939, lump-sum payments upon the death of an individual became payable on a different basis.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Claims received from persons in foreign countries.

Source: Bureau of Old-Age and Survivors Insurance, Administrative Division.

for January 1938 to \$96.93 for December 1939. Average payments at age 65 increased each month from \$31.94 for January 1938 to \$91.41 for August 1939.

Claims activities in the Bureau during December were concerned primarily with claims at death. As of December 30, a cumulative total of 275,707 claims at death had been received, and 263,162 had been certified. During December, 8,999 such claims were received and 6,761 certified, a decrease as compared with 9,016 received and 9,422 certified in November. The average lump-sum payment was \$96.93 in December and \$94.55 in November. Average payments in individual States ranged in December from \$47.79 for 99 claims in South Carolina to \$128.97 for 256 claims in New Jersey.

## OPERATIONS UNDER THE RAILROAD RETIREMENT ACT \*

Benefit payments under the Railroad Retirement Act amounted to \$9.5 million in December (table 4). This brought total payments from the inception of the retirement system to \$250.2 million. These amounts are the totals certified to the Secretary of the Treasury for payment of employee, survivor, and death-benefit annuities, pensions, and lump-sum death benefits. Retroactive payments on newly certified and recertified claims are included, while payments made in previous months and canceled during the month are deducted. These retroactive payments, which

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 4.—*Railroad retirement: Benefit payments certified to the Secretary of the Treasury, by class of payment, by fiscal years 1936–40, and November and December 1939* <sup>1</sup>

Fiscal year and month	Total payments <sup>2</sup>	Employee annuities	Survivor annuities	Death-benefit annuities	Lump-sum death benefits	Permanent pensions
Cumulative through December 1939	\$250,249,675	\$167,758,814	\$1,623,118	\$1,669,224	\$2,216,487	\$76,982,030
Fiscal year:						
1936–37	4,604,232	4,487,496	47,490	69,245		
1937–38	82,994,286	82,281,533	381,237	625,106	38,954	34,667,453
1938–39	106,841,632	75,158,195	758,748	703,221	1,335,307	28,886,158
July–December 1939	55,809,524	40,831,589	435,641	271,650	842,225	13,428,418
November	9,345,952	6,898,375	75,417	46,785	125,078	2,200,295
December	9,462,919	7,054,238	73,764	37,833	110,299	2,177,782

<sup>1</sup> Figures are total amounts (cents omitted) certified to the Secretary of the Treasury for payment, including retroactive payments, minus cancellations reported during period. For definitions of types of payments and for earlier monthly figures, see the *Bulletin*, July 1939, pp. 7–8, and January 1940, p. 95.

<sup>2</sup> Total benefit payments on basis of vouchers certified to the Secretary of the Treasury are \$8.7 million more than total on basis of checks drawn by disbursing officer as shown on p. 88, table 3. Amounts are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of month, but checks are not drawn by disbursing officer until first of following month.

### Wage Records

As of December 31, 1939, over 79.0 million wage items for the first three quarters of 1939 had been received in Baltimore. This total represented 27.7, 29.6, and 21.8 million items for the first, second, and third quarters, respectively. As of the same date 68.7 million wage items, or approximately 86.9 percent of the total 1939 receipts, had been collated for the first three quarters of 1939.

During the month of December 36,790 requests for statements of 1938 earnings were received in Baltimore, bringing the cumulative total of such requests to 122,012 as of December 29, 1939. In response to these requests, 121,822 statements of 1938 earnings had been forwarded during the year.

may cover a period of many months prior to the actual month of certification, introduce a considerable element of variation with respect to employee annuities. Therefore the month-to-month changes in the amount of benefit payments certified to the Secretary of the Treasury do not directly reflect the changes in the number of beneficiaries and the amount paid to these beneficiaries.

The total amount certified in the first half of the current fiscal year was \$55.8 million, compared with \$52.3 million for the first half and with \$54.5 million for the second half of the previous fiscal year.

<sup>3</sup> Includes payments of \$1,183,541 made to temporary pensioners for 3 months before Oct. 1, 1937. These were carrier pensioners who on July 1, 1937, were eligible for employee annuities and could be paid temporary pensions only until their annuities were awarded but not later than Oct. 1, 1937.

Of the total payments made since the inception of the system, \$167.8 million, or 67.0 percent, were payments on employee annuities; \$77.0 million, or 30.8 percent, were payments made to pensioners; and \$5.5 million, or 2.2 percent, were payments to survivors.

#### *Changes in Annuities and Pensions in Force*

Table 5 contains the major items of information which in previous issues of the Bulletin were presented in greater detail in two tables, one for annuities and pensions in force, and one showing certifications, terminations, and adjustments of employee annuities. In addition, the present table contains information on survivor payments which has been previously covered in the text.

At the end of December there were 138,808 annuities and pensions in force with a monthly amount payable of \$8.7 million. Both these figures represent increases over the comparable figures at the end of November.

During December the Railroad Retirement Board received 1,741 applications for age and disability annuities, making a total of 12,341 and an average of 2,057 per month for the first 6 months of the current fiscal year. For the first 6 months of the preceding fiscal year the total was 15,381 and the average 2,564; for the last 6 months the total was 13,059 and the average 2,177.

During December there were 2,022 new certi-

fifications of employee annuities with a monthly amount payable of \$127,257. During the month 565 deaths of employee annuitants were reported to the Board. After adjustments for suspensions, returns to service, reinstatements of annuities previously suspended, and the settlement of several small annuities by commuted lump-sum payments, 98,539 employee annuities remained in force. By the end of December 112,316 such annuities had been certified to the Secretary of the Treasury, 13,479 of which had been terminated by death.

The number of survivor annuities increased slightly during the month. Like employee annuities, survivor annuities in force have increased every month since the beginning of payments. The number of death-benefit annuities decreased during December from 717 to 691. In 146 of the 691 death-benefit annuities in force at the end of December, the surviving spouse was receiving a survivor annuity as well as a death-benefit annuity.

During December 747 lump-sum death benefits were certified for payment, with an average payment of \$151.67; the average for the 1,171 payments made in November was \$144.90. For the 6,192 payments during the first half of the current fiscal year the average payment was \$138.77, more than twice the average of \$62.77 for the 4,076 payments made in the corresponding period of the preceding fiscal year.

**Table 5.—Railroad retirement: Number of annuities and pensions in force and monthly amount payable at end of November and December 1939, and number of certifications and terminations in December 1939<sup>1</sup>**

Period	Total		Employee annuities <sup>2</sup>		Survivor annuities		Death-benefit annuities <sup>3</sup>		Permanent pensions	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Nov. 30, 1939.....	137,622	\$8,661,763	97,009	\$6,355,231	2,024	\$68,149	717	\$25,069	37,872	\$2,213,312
During December 1939: <sup>4</sup>										
New certifications.....	2,145	131,464	2,022	127,257	45	1,460	77	2,603	1	142
Terminations <sup>5</sup> .....	1,029	61,480	565	37,382	3	135	103	3,518	358	20,444
Net adjustments <sup>6</sup> .....	+70	+8,363	+73	+8,489	-2	-25	0	+7	-1	-108
In force as of Dec. 31, 1939.....	138,808	8,740,110	98,539	6,453,596	2,064	69,449	691	24,161	37,514	2,192,903
Cumulative certifications through Dec. 31, 1939.....	167,216	9,922,791	112,316	6,883,435	2,139	71,526	4,008	146,588	48,753	2,821,240

<sup>1</sup> Figures based on month in which annuity was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity began to accrue, beneficiary died, or administrative action was effective. Correction for a claim that had been certified or terminated in error or for an incorrect amount is made in figures for month in which error was discovered and not in figures for month in which error was made. To this extent, number and amount shown for given month may differ slightly from actual monthly administrative action. For monthly figures for previous fiscal years see the *Bulletin*, July 1939, p. 10, table 4; p. 13, table 5; p. 15, table 7; October 1939, p. 30, table 2; p. 32, table 4; and corresponding tables and text in subsequent issues of the *Bulletin*.

<sup>2</sup> Excludes 12 temporary annuities to former carrier pensioners aggregating \$444 on both Nov. 30 and Dec. 30, 1939. For definitions of the types and bases of certification of employee annuities, see the *Bulletin*, July 1939, pp. 15-19.

<sup>3</sup> In a few cases payments are made to more than 1 survivor on account of the death of a single individual. Such payments are here counted as single items.

<sup>4</sup> Certifications are added, terminations are subtracted, and adjustments are added or subtracted as indicated.

<sup>5</sup> Terminations of employee and survivor annuities and pensions by death and of death-benefit annuities by death or by expiration of 12-month period for which such annuities are payable.

<sup>6</sup> Reinstatements of suspended payments are added, while terminations for reasons other than death (suspensions and, for employee annuities only, returns to service and commuted lump-sum payments) are subtracted. Recertifications ordinarily result in additions to amount payable but do not affect number of cases certified. For this reason, amount of adjustment bears no relation to net number of cases reported as adjusted.

# FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF OLD-AGE BENEFITS RESEARCH

THE BUDGET for the fiscal year ending June 30, 1941, submitted by the President to Congress January 3, 1940, calls for a \$68.3 million increase in appropriations under the Social Security Act, excluding transfers to the old-age reserve account. Total appropriations under the act are estimated at \$455.7 million or 5.4 percent of the total Budget (exclusive of debt retirement). Total receipts under the Federal Insurance Contributions Act and Federal Unemployment Tax Act are estimated at \$726.4 million or 8.6 percent of the total Budget. The Budget requirements for the various phases of the Social Security Act are discussed below. Certain calendar-year data are also presented for the period 1936-39. Comparisons of social security and total governmental financial operations for 1939 are of special interest as marking the end of a period in the history of the Social Security Act, since several of the 1939 amendments to the act became effective at the beginning of 1940.

## *Definition of Taxable Wages Under Social Security Tax Acts*

Taxable wages, as defined in titles VIII and IX of the Social Security Act in 1935, differed in several ways as to the groups of employees covered under the two programs. The main differences were the exclusion from the old-age retirement plan of earnings after age 65, wages over \$3,000 received from any one employer in a year, and casual employment, and from the unemployment tax program of employers of fewer than eight workers, and family employment. Procedures in reporting wages were complicated by the fact that employers were required to file returns for wages paid under old-age insurance and for wages payable under unemployment compensation. Additional complications result from the fact that tax liability varies under State unemployment compensation laws.

At the time the Social Security Act was under consideration the suggestion was made that the Federal Treasury should collect the full amount of the Federal unemployment tax and then make grants-in-aid to the States, instead of allowing an offset to the Federal tax for contributions paid

under State laws. It was argued that such a method would relieve employers of the necessity of making tax reports to both the State and Federal Governments. At present, however, the State unemployment compensation agencies need detailed information on the work history of persons claiming benefits in order to determine the amounts due them. If employers did not report directly to the State agencies, it would be necessary either for the Federal Government to furnish the State agencies the required information, or for the States to develop benefit procedures which would eliminate detailed reporting.

Changes in coverage were suggested early in 1939 by both the Advisory Council on Social Security and the Social Security Board. The Advisory Council<sup>1</sup> recommended changes which would increase coverage and reduce the number of discrepancies between the two Federal taxes. The Board went further in recommending that these tax provisions be combined.<sup>2</sup> The Board recommended that in any case the coverage of unemployment compensation be made similar to the coverage already recommended for old-age insurance, with the possible exception of Federal employees and seamen, pointing out that civil-service workers, for the most part, are already protected against the hazard of unemployment. As for maritime employment, the Board noted that it was constitutionally not within State jurisdiction and declared that the only way to insure seamen against unemployment would be through a separate Federal system.

The Board proposed changes in the definition of coverage under the old-age and unemployment insurance programs in accord with its major policy of extending protection to needy groups of workers as soon as it was administratively feasible to do so. In addition the Board proposed to eliminate taxation of certain nominal or part-time earnings.

In passing the 1939 amendments to the Social Security Act, Congress instituted some of the changes proposed by the Board and the Council.

<sup>1</sup> Advisory Council on Social Security, *Final Report*. Dec. 10, 1938, U. S. Government Printing Office.

<sup>2</sup> "Proposed Changes in the Social Security Act," *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), pp. 11-12.

Detailed reference to changes made with respect to old-age insurance contributions is given in the December Bulletin, pages 85-88, where the original definitions of the 1935 act, together with amended Treasury Regulations 91, are compared with the amended definitions. The new definitions are much more detailed than the old, and many regulations developed during the past 3 years are now written into the law. The list of exclusions has been considerably enlarged, mostly in order to exclude purely nominal or part-time employment. In some instances, however, Congress voted still wider exclusions for types of employment for which the Board and the Council recommended inclusion. On the other hand, the amendments to both the old-age and unemployment insurance programs apply to some additional groups, and most of the recommendations toward conformity of Federal tax provisions were adopted.

Definitions which are now identical under both the Federal Insurance Contributions Act and the Federal Unemployment Tax Act apply to the following items:

#### Wages

Employment (exclusive of American vessels)

#### Excluded employments:

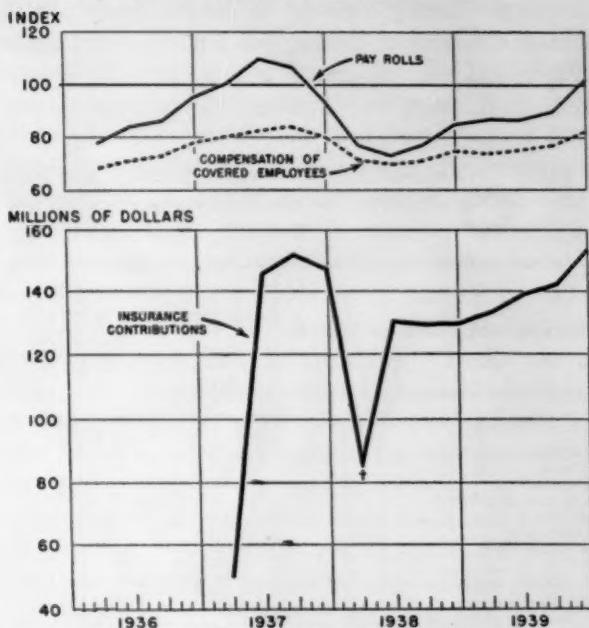
- Agricultural labor
- Domestic service
- Casual labor
- Family employment
- Employment by Federal instrumentalities
- Employment by State and local political subdivisions and their instrumentalities
- Employment by nonprofit institutions
- Employment by railroads and as railroad employee representatives<sup>1</sup>
- Employment by fraternal benefit societies and other nonprofit institutions exempt from the Federal income tax
- Employment by foreign governments
- Employment by instrumentalities of foreign governments
- Employment as student nurses
- Employment as newsboys
- Included and excluded services
- Employee
- State
- Person

The only remaining differences of importance are those relating to size of firm, to seamen, and to salesmen.

#### Most important from the standpoint of number

<sup>1</sup> Minor differences in wording were made necessary because of references to the Railroad Retirement Act and the Railroad Unemployment Compensation Act.

Chart I.—Federal insurance contributions compared with index of factory pay rolls<sup>1</sup> and index of compensation of covered employees,<sup>2</sup> 1936-39



<sup>1</sup> Prepared by the U. S. Bureau of Labor Statistics; 1923-25=100.

<sup>2</sup> Based on Department of Commerce estimates of compensation of all employees; 1929=100.

<sup>†</sup>Changed from monthly to quarterly collection basis in this quarter.

of employers affected is the continued exemption of small firms from the provisions of the Federal Unemployment Tax Act, for which the Board suggested extension to employers of one or more persons. This continued exception in the Federal act runs counter to the trend in the State laws where the tendency has been to decrease the size-of-firm exclusion. By the beginning of 1940 only about half the State unemployment compensation laws maintained the Federal exception of employers of less than eight. Eleven State laws covered employers of one or more; one law covered employers of two or more; and two, nine, one, and two of the State laws had limits of three, four, five, and six employees, respectively, although eight of these laws also had some provision concerning the minimum amount of wages paid in any one year or quarter.

The second difference in employment excluded from the Federal unemployment tax is maritime employment, little of which could come under State jurisdiction because of constitutional limitations on State control of interstate commerce. The definitions of taxable wages under the old-age insurance program have, on the contrary, been expanded to include service on American vessels.

Wages of fishermen, on the other hand, are now specifically exempted except for those employed on larger fishing vessels or in connection with salmon or halibut fishing on a commercial scale. Wages paid to fishermen are exempted for the most part from the Federal unemployment tax

through the exemption of service as an officer or member of a crew of a vessel on navigable waters.

The third difference in definition relates to insurance agents and solicitors who are excluded under the Federal Unemployment Tax Act if the remuneration for which they perform their serv-

**Table 1.—Federal insurance contributions and Federal unemployment taxes,<sup>1</sup> by internal revenue collection districts, for the calendar years 1938 and 1939, and cumulative through December 1939**

[In thousands]

Internal revenue collection district in—	Calendar year 1938			Calendar year 1939			Cumulative through December 1939		
	Total	Insurance contributions <sup>1,2</sup>	Unemployment taxes <sup>1,3</sup>	Total	Insurance contributions <sup>1,2</sup>	Unemployment taxes <sup>1,3</sup>	Total	Insurance contributions <sup>1,2</sup>	Unemployment taxes <sup>1,3</sup>
<b>Total</b> .....	\$338,070.9	\$449,331.1	\$88,730.8	\$669,606.2	\$567,605.1	\$102,001.2	\$1,805,335.9	\$1,533,946.1	\$271,389.8
Alabama.....	3,922.7	3,349.2	573.5	4,859.9	4,109.4	750.4	12,568.6	10,984.8	1,583.9
Arizona.....	940.0	846.4	93.5	1,055.4	919.7	135.7	2,908.5	2,628.3	290.7
Arkansas.....	1,457.7	1,205.2	162.6	1,803.9	1,597.3	206.6	5,089.7	4,195.7	894.0
California (2 districts).....	34,408.0	30,561.2	3,816.8	41,277.6	35,811.7	5,465.9	107,114.5	95,406.0	11,708.5
Colorado.....	3,264.4	2,882.9	381.6	3,944.8	3,418.5	526.3	10,389.8	9,245.5	1,144.3
Connecticut.....	10,701.9	9,182.1	1,549.8	13,142.9	11,237.1	1,905.8	34,618.9	30,325.9	4,298.1
Delaware.....	3,026.2	2,536.2	489.9	3,741.0	3,180.8	560.2	10,294.2	8,513.4	1,780.8
Florida.....	3,687.1	3,259.5	427.6	4,766.5	4,146.3	620.2	12,974.8	10,584.2	2,390.6
Georgia.....	4,376.2	3,505.6	870.6	6,489.8	5,690.8	799.0	18,708.7	14,902.2	3,806.5
Hawaii.....	1,168.7	1,049.4	119.3	1,384.9	1,193.0	191.8	3,878.1	3,123.6	754.5
Idaho.....	946.3	846.8	99.8	1,140.6	1,012.2	128.4	3,065.2	2,812.5	252.7
Illinois (2 districts).....	51,945.6	44,417.9	7,527.7	61,698.6	52,306.5	9,302.1	181,171.1	143,201.5	37,969.6
Indiana.....	9,429.2	8,287.1	1,172.1	11,950.9	10,388.9	1,562.0	30,924.3	27,587.3	3,336.9
Iowa.....	4,955.9	4,414.1	541.8	6,156.3	5,375.3	781.0	15,672.8	14,015.4	1,657.3
Kansas.....	2,750.2	2,294.1	456.1	3,211.0	2,618.1	592.9	9,571.5	7,282.2	2,289.2
Kentucky.....	4,367.8	3,603.3	764.4	5,304.1	4,288.8	1,015.3	13,831.8	11,589.8	2,242.0
Louisiana.....	4,167.4	3,685.9	481.5	5,044.6	4,334.6	709.9	12,867.8	11,408.5	1,459.3
Maine.....	1,783.2	1,527.5	253.7	2,724.6	2,378.0	346.6	7,107.1	6,383.4	723.7
Maryland (including District of Columbia).....	10,120.8	8,519.9	1,600.9	12,360.3	10,244.4	2,115.9	32,002.9	27,246.8	4,766.1
Massachusetts.....	24,765.8	21,266.2	3,499.6	30,484.1	26,306.4	4,177.8	79,687.2	70,156.9	9,530.3
Michigan.....	30,618.0	25,830.6	4,787.4	38,937.9	33,692.9	5,245.1	104,311.8	92,175.5	12,136.3
Minnesota.....	8,739.3	7,428.2	1,311.1	10,339.6	8,604.9	1,734.7	23,378.7	22,127.9	4,210.8
Mississippi.....	1,329.6	1,195.7	134.0	1,595.2	1,415.2	180.0	4,102.8	3,773.2	369.6
Missouri (2 districts).....	14,627.2	12,422.5	2,204.7	18,127.0	15,197.7	2,929.2	52,465.5	40,858.0	11,607.5
Montana.....	970.2	857.7	112.5	1,235.6	1,089.6	146.0	3,492.0	2,885.5	606.4
Nebraska.....	2,820.7	2,376.4	444.3	3,306.5	2,712.3	593.3	9,627.6	7,318.2	2,309.4
Nevada.....	461.6	386.0	75.6	479.5	376.1	103.4	1,784.3	1,429.3	355.0
New Hampshire.....	1,464.0	1,308.2	155.8	1,923.4	1,691.3	232.1	4,839.3	4,375.7	463.6
New Jersey (2 districts).....	20,233.4	17,666.8	2,586.7	24,207.7	20,894.2	3,313.4	62,891.2	55,553.9	7,337.3
New Mexico.....	558.7	510.5	48.1	675.8	604.4	71.4	1,771.6	1,632.4	139.2
New York (6 districts).....	124,331.4	92,930.9	31,400.5	154,149.6	124,937.9	29,211.7	413,758.2	335,381.6	78,376.6
North Carolina.....	6,333.6	5,570.7	782.8	8,175.0	7,089.0	1,085.9	20,612.4	18,281.2	2,331.2
North Dakota.....	496.0	448.4	47.6	585.4	528.9	56.5	1,642.3	1,401.7	240.6
Ohio (4 districts).....	29,890.3	24,793.1	5,037.2	43,732.7	37,585.3	6,149.2	117,461.6	103,375.9	14,085.7
Oklahoma.....	5,342.0	4,785.0	557.0	6,079.4	5,270.7	808.6	16,612.2	14,715.5	1,866.7
Oregon.....	3,504.8	3,125.3	439.5	4,330.6	3,780.8	557.2	11,313.5	10,100.3	1,213.2
Pennsylvania (3 districts).....	51,870.3	44,649.0	7,221.2	61,842.4	53,129.0	8,713.4	168,386.5	148,645.0	19,741.5
Rhode Island.....	3,547.7	3,487.9	59.8	4,565.1	3,960.0	605.1	11,871.2	10,949.8	921.4
South Carolina.....	2,526.1	2,292.8	233.3	3,147.2	2,735.5	411.7	8,227.2	7,458.6	768.5
South Dakota.....	535.6	529.9	5.7	653.6	583.6	70.0	1,711.4	1,606.0	105.4
Tennessee.....	4,966.1	4,307.9	658.1	6,101.8	5,228.7	873.2	15,879.8	13,939.9	1,939.9
Texas (2 districts).....	13,632.4	11,658.1	1,874.3	16,111.0	14,109.2	2,001.9	41,741.0	37,104.0	4,637.0
Utah.....	1,175.4	1,088.3	137.1	1,539.0	1,353.3	185.7	4,084.7	3,678.6	406.0
Vermont.....	790.1	640.9	119.2	1,108.5	973.7	134.8	2,915.4	2,610.0	305.4
Virginia.....	2,506.4	1,737.0	769.4	6,800.0	5,821.7	1,068.3	17,252.8	14,967.6	2,285.1
Washington (including Alaska).....	6,368.7	5,601.2	767.5	7,824.7	6,824.6	1,000.1	22,424.3	18,157.0	4,267.4
West Virginia.....	4,585.4	4,008.3	577.1	5,498.8	4,786.6	712.2	14,949.4	13,388.1	1,561.4
Wisconsin.....	11,282.3	10,003.9	1,278.6	13,316.0	11,561.0	1,754.9	35,687.6	32,083.8	3,603.8
Wyoming.....	488.3	439.3	49.0	578.5	510.5	68.0	1,702.0	1,418.0	284.0

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code, approved Feb. 10, 1939. Amendments to the Social Security Act, approved Aug. 10, 1939, permit citation of subchs. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively. Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from the tax receipts in table 7, which are based on the Daily Statement of the U. S. Treasury. The amounts listed in this table represent collections made in internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

<sup>2</sup> Taxes effective Jan. 1, 1937, based on wages for employment as defined in ch. 9, subch. A, sec. 1426, of the Internal Revenue Code, payable by both employer and employee.

<sup>3</sup> Taxes effective Jan. 1, 1936, based on wages for employment as defined in ch. 9, subch. C, sec. 1607, of the Internal Revenue Code, payable by employers only. The amounts here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of period prior to fiscal year 1938-39 employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

ices is paid solely on a commission basis. However, if any part of such remuneration is a fixed salary the agent or solicitor is covered, and the tax is computed on the basis of his aggregate remuneration, including commissions. There is no analogous exception under the Federal Insurance Contributions Act.

As a result of these various differences in exclusions, the number of covered workers and the amount of pay rolls taxable at any one time under the Old-Age Insurance Contributions Act should be greater than under the Federal Unemployment Tax Act.

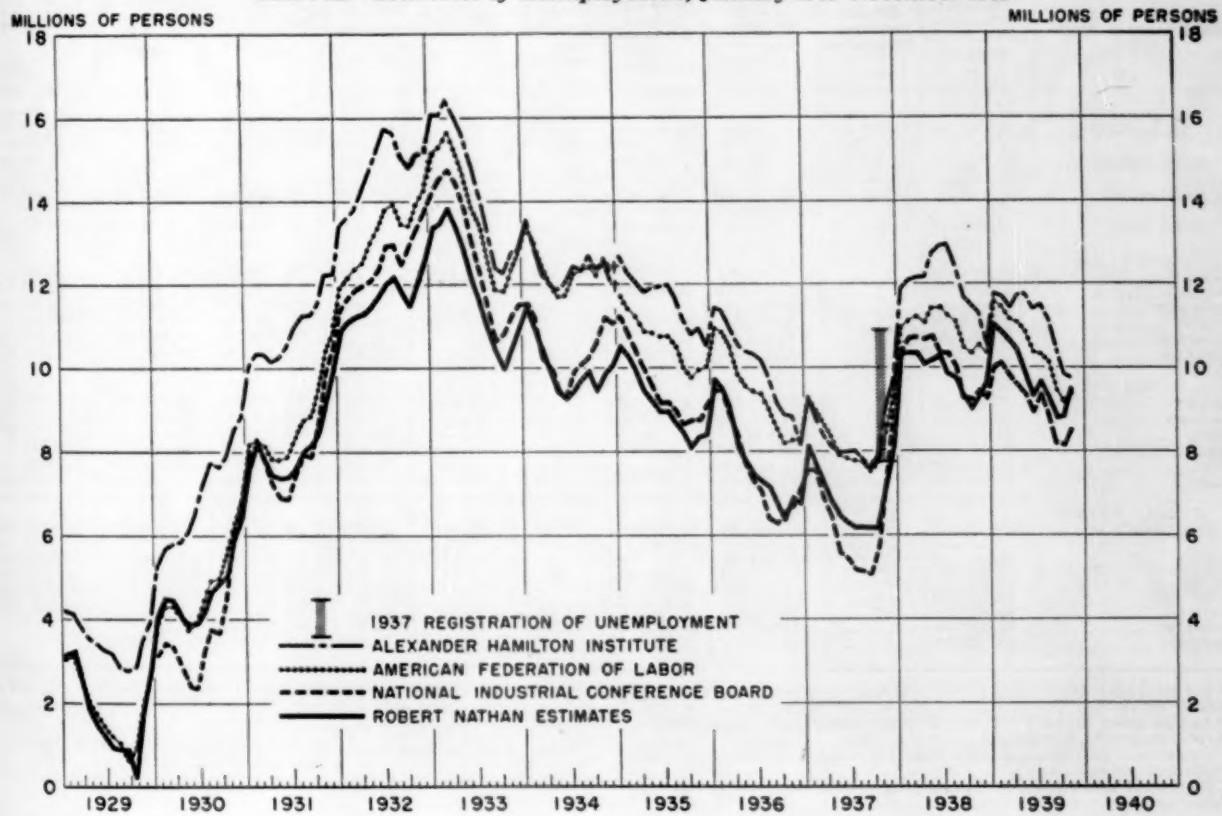
#### Tax Collections

As of the end of 1939, cumulative Federal receipts from social security taxes totaled \$1.8 billion. Of this amount more than \$1.5 billion or 85.0 percent represented Federal insurance contributions, and \$271 million or 15.0 percent represented Federal unemployment taxes. Annual collections since the passage of the Social Security Act are shown in table 1. Increase of the Federal unemployment tax receipts would be expected from the rise in

the rate from 1 percent in 1936 to 2 percent in 1937 and 3 percent in 1938, in spite of the 1937-38 recession. Receipts for unemployment insurance in 1936 and 1937 included almost \$41 million which was subsequently appropriated for refunds to those States which had not collected taxes on 1936 pay rolls and whose employers had been paying the full amount of the tax to the Federal Government. The rate of old-age insurance contributions has been the same throughout this period, but collections have increased with business improvement over a part of the period. The decline in 1938 resulted partly from the change in the due date for taxes from a monthly to a quarterly basis. As a result, 1938 collections were based on about a 10-month pay-roll period, and 1939 collections were based on the pay rolls of the last quarter of 1938 and the first 3 quarters of 1939.

Since the unemployment taxes are based on the previous year's pay rolls, the taxes on 1939 pay rolls, reflecting the industrial rise of the second half year, are not due until January 1940. Federal insurance contributions during the quarter October-December 1939 reached a record level of

Chart II.—Estimates of unemployment, January 1929-November 1939



\$153.1 million, reflecting the high pay rolls resulting from increased business activity during the preceding quarter.

The relationship between Federal insurance contributions and two indexes of pay rolls is presented in chart I. The pay-roll indexes are the quarterly average of the Bureau of Labor Statistics monthly index of factory pay rolls, and the quarterly average of the monthly index of compensation of covered workers, based on Department of Commerce estimates of compensation of all employees. The nontaxable portion of individual compensation above \$3,000 is included in both indexes. The Bureau of Labor Statistics index is limited to factory pay rolls, while the index based on Department of Commerce figures also includes compensation for employment in other covered employment such as service, trade, public utilities, mining, construction, and finance. Beginning with 1938, Federal insurance contributions have been based on pay rolls of the preceding quarter; hence there is a

lag of one quarter between the contribution figures and the indexes of pay rolls and compensation. Contributions in the first quarter of 1940 are expected to show the continued rise in pay rolls during the last quarter of 1939.

In November there was a rise in three of the four unemployment estimates shown in chart II. The increase in unemployment in November resulted mainly from the usual seasonal decline in agricultural employment, which more than offset the small contraseasonal expansion in factory employment. This rise in unemployment will not necessarily affect tax collections under the Social Security Act, since it may be mainly in noncovered employments. The Bureau of Labor Statistics unadjusted index of factory pay rolls, which rose from 101.8 in November to 103.9 in December, reflects a more than seasonal rise in industrial production, indicated also by the Federal Reserve Board adjusted index, which reached the record high of 128 in December. The increase in production has been paralleled by a slightly

**Table 2.—Status of the old-age reserve account, by fiscal years, 1937-40, and by months, July 1938-December 1939**

Fiscal year and month	Transfers from appropriations <sup>1</sup> to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Collections of improper payments <sup>2</sup>	Benefit payments	Cash with disbursing officer at end of period	Amounts available for benefit payments <sup>3</sup>	Unexpended balance in appropriations <sup>4</sup>	Total assets
Cumulative through December 1939	\$1,423,000,000	\$44,625,000	\$1,435,200,000	\$32,361,811	\$4,928	\$25,227,809	\$7,129,072	\$1,442,329,072	\$282,068,218	\$1,724,397,290
Total, 1936-37	265,000,000	42,261,811	267,100,000	100,000	—	26,969	73,031	267,173,031	61,811	267,234,842
Total, 1937-38	387,000,000	15,412,233	395,200,000	7,261,811	159	5,404,063	1,930,620	664,230,620	113,012,391	777,243,012
Total, 1938-39	503,000,000	26,951,055	514,900,000	15,000,000	2,677	13,891,583	3,036,361	1,180,236,361	66,122	1,180,302,483
1938										
July	38,000,000	—	38,000,000	0	134	779,513	1,150,973	701,450,973	435,012,525	1,136,463,499
August	38,000,000	—	33,000,000	5,000,000	267	826,495	5,324,211	738,624,211	397,012,792	1,135,637,008
September	33,000,000	—	33,000,000	0	547	853,255	4,470,409	770,770,409	364,013,339	1,134,783,748
October	32,000,000	—	32,000,000	0	82	1,073,918	3,396,410	801,696,410	332,013,421	1,133,709,831
November	32,000,000	—	32,000,000	0	215	1,023,045	2,373,149	832,673,149	300,013,636	1,132,686,758
December	32,000,000	—	32,000,000	0	219	1,077,369	1,295,561	863,595,561	268,013,855	1,131,600,416
1939										
January	37,000,000	—	32,000,000	5,000,000	247	1,121,312	5,174,002	809,474,002	231,014,102	1,130,488,104
February	50,000,000	—	50,000,000	0	81	1,155,340	4,018,582	948,318,582	181,014,182	1,129,332,764
March	50,000,000	—	50,000,000	0	90	1,443,529	2,574,963	996,874,963	131,014,272	1,127,889,235
April	55,000,000	—	50,000,000	5,000,000	204	1,382,953	6,191,806	1,050,491,806	76,014,476	1,126,506,262
May	50,000,000	—	50,000,000	0	266	1,677,193	4,514,348	1,098,814,347	56,014,742	1,154,829,069
June	56,000,000	26,951,055	82,900,000	0	325	1,477,661	3,036,361	1,180,236,361	66,122	1,180,302,483
Total, 1939-40 through December	268,000,000	—	258,000,000	10,000,000	2,096	5,905,194	7,129,072	1,442,329,072	282,068,218	1,724,397,290
July	43,000,000	—	43,000,000	0	416	1,426,846	1,609,100	1,221,809,101	507,066,537	1,728,875,688
August	43,000,000	—	43,000,000	5,000,000	104	1,284,241	5,324,755	1,268,524,755	459,066,641	1,727,591,306
September	43,000,000	—	43,000,000	0	115	694,071	4,630,569	1,310,830,569	416,066,757	1,726,897,326
October	43,000,000	—	43,000,000	0	462	861,614	3,768,493	1,352,968,493	373,067,219	1,726,038,712
November	43,000,000	—	43,000,000	0	614	830,881	2,030,997	1,395,130,997	330,067,833	1,725,198,830
December	43,000,000	—	43,000,000	5,000,000	385	801,541	7,129,072	1,442,329,072	282,068,218	1,724,397,290

<sup>1</sup> For fiscal year 1936-37, \$265 million was appropriated to old-age reserve account; for 1937-38, \$500 million; for 1938-39, \$360 million plus additional \$30 million made available by 1940 Treasury Department Appropriation Act; and for 1939-40, \$550 million.

<sup>2</sup> Collections of improper payments made to claimants have been transferred to appropriation balance.

<sup>3</sup> Represents investments in Treasury notes and cash with disbursing officer.

<sup>4</sup> \$61,811 of interest earned during the first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to disbursing officer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

more than seasonal increase in the adjusted index of department-store sales, which rose from 95 in November to 96 in December, an indication of increased purchasing power in the hands of consumers.

Total receipts under the Federal Insurance Contributions Act and Federal Unemployment Tax Act are estimated at \$726.4 million for the fiscal year 1940-41, according to the Budget. Federal insurance contributions for the fiscal year 1940-41 are estimated at \$632.5 million, appreciably higher than the estimated \$598.6 million in 1939-40 and the actual \$530.4 million in 1938-39. This expected rise may be attributed primarily to such factors as increased coverage under the amended act and higher pay rolls. Collections under the Federal Unemployment Tax Act are expected to decline from \$104.8 million in 1939-40 to \$93.9 million in 1940-41, despite increased pay

rolls. The 1940-41 estimate is lower because the decrease in the taxable limit of individual wages under the 1939 amendments will more than offset the increase in coverage and because compensation of railroad employees was made taxable, as of July 1, 1939, under the Railroad Unemployment Insurance Act instead of the Federal Unemployment Tax Act.

Collections under the Carriers Taxing Act of 1937, as reported by the Treasury, were \$23.0 million in December, bringing the total for the quarter to \$28.4 million. Collections for the first half of the current fiscal year, covering principally taxes on pay rolls in the last quarter of the fiscal year 1938-39 and the first quarter of the fiscal year 1939-40, amounted to \$57.2 million. In the first half of the preceding fiscal year tax collections amounted to \$53.3 million; the total for that year was \$109.3 million (table 7).

Table 3.—Status of the railroad retirement account as of June 30, 1938, and by months, July 1938-December 1939<sup>1</sup>

Year and month	Appropriation balance on first of month <sup>2</sup>	Transfers from appropriation to trust fund	Cancellations and repayments <sup>3</sup>	Interest received by trust fund	3-percent special Treasury notes acquired <sup>4</sup>	Deposits with disbursing officer for benefit payments	Benefit payments issued by disbursing officer <sup>5</sup>	Cash with disbursing officer at end of month	Balance in trust fund at end of month
Cumulative through June 1938	\$93,692	\$141,803,720	\$27,360	\$1,410,821	\$66,200,000	\$86,900,000	\$80,491,156	\$1,014,899	\$140,027
July 1938									
July	118,343,692	22,000,000	2,876	-----	2,000,000	20,000,000	8,115,367	12,899,531	142,903
August	96,343,692	9,500,000	37,213	-----	1,500,000	8,000,000	8,402,865	12,496,685	180,117
September	86,843,692	11,500,000	9,397	-----	1,500,000	10,000,000	8,367,162	12,929,503	180,514
October	75,343,692	11,500,000	12,358	-----	1,500,000	10,000,000	8,706,770	15,222,732	201,873
November	63,843,692	16,500,000	4,901	-----	1,500,000	15,000,000	8,856,963	21,366,368	206,674
December	47,343,692	16,500,000	3,717	-----	1,500,000	15,000,000	8,813,153	27,553,215	210,391
January 1939									
January	30,843,692	1,500,000	1,124	-----	1,500,000	0	8,750,317	18,302,397	211,516
February	29,343,692	0	411	-----	0	0	9,043,924	9,758,472	211,928
March	29,343,692	18,000,000	1,735	-----	0	18,000,000	9,109,816	18,648,655	213,063
April	11,343,692	0	14,642	-----	0	213,663	9,172,486	9,689,832	14,642
May	11,343,692	93,692	2,100	266,301	-10,000,000	10,359,903	9,097,189	10,952,636	16,743
June	11,250,000	(*)	3,200	1,935,575	0	0	9,029,007	1,923,629	1,955,579
Cumulative through June 1939	11,250,000	248,897,412	121,000	3,612,698	67,200,000	193,473,656	186,156,063	1,923,629	1,955,579
July	131,400,000	21,900,000	1,743	-----	1,900,000	20,000,000	9,059,584	12,864,044	1,957,322
August	109,500,000	18,100,000	1,465	-----	8,100,000	10,000,000	9,017,619	13,846,424	1,958,788
September	91,400,000	7,150,000	2,845	-----	0	9,109,987	9,192,396	13,704,016	1,646
October	84,250,000	10,000,000	1,861	-----	0	10,000,000	9,395,427	14,388,588	3,508
November	74,250,000	10,000,000	704	-----	0	10,000,000	9,362,573	15,006,014	4,212
December	64,250,000	10,000,000	1,109	-----	0	10,000,000	9,345,335	15,060,679	5,322
Cumulative through December 1939	54,250,000	326,047,412	130,731	3,612,698	77,200,000	262,583,644	241,529,020	15,660,679	5,322

<sup>1</sup> The railroad retirement account was created by the Railroad Retirement Act of 1937. An act approved July 1, 1937, appropriated to the account the unexpended balance of the \$46,620,000 which had been appropriated for the year 1936-37 for the payment of benefits under the 1935 act, and provided that all benefit payments made from that appropriation prior to July 1, 1937, be considered as having been made from the railroad retirement account. For this reason the cumulative figures for cancellations and repayments, deposits with the disbursing officer for benefit payments, and benefit payments issued by the disbursing officer include operations under the 1935 act. (Cents omitted from all figures in this table.) For monthly figures July 1936-June 1938, and for an explanation of the derivation of balance items, see the *Bulletin*, July 1939, p. 6, table 2.

<sup>2</sup> Balance as of fiscal year is balance on last day of June. Balance as of July 1 includes appropriation for new fiscal year: \$118,250,000 for 1938-39, and \$120,150,000 for 1939-40.

<sup>3</sup> Includes checks canceled by the General Accounting Office and repayments on account of improper payments to claimants. Checks returned to

disbursing officer and canceled by him are not included. (See footnote 5) Cancellations and repayments are treated as additions to trust fund.

<sup>4</sup> Minus item represents sale of notes.

<sup>5</sup> On basis of checks issued by disbursing officer less checks canceled by disbursing officer, total benefit payments through December 1939 are \$8.7 million less than total on basis of vouchers certified to the Secretary of the Treasury for payment, as shown on p. 76, table 4, since checks drawn by disbursing officer as of first of a month are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of preceding month.

<sup>6</sup> Transfer of \$3,720 balance from 1935 act appropriation shown on Daily Statement of the U. S. Treasury in June was taken account of in prior fiscal year of 1937-38 on books of the Railroad Retirement Board.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

### Old-Age Reserve Account

On January 1 the assets of the old-age reserve account were transferred to the Federal old-age and survivors insurance trust fund. On December 31 the total assets of the account amounted to \$1,724.4 million, of which \$1,435.2 million represented 3-percent special Treasury notes, \$7.1 million cash with the disbursing officer, and \$282.1 million the unexpended balance remaining in the appropriation.

Lump-sum benefit payments to the estates of individuals who died amounted to \$801,541 during December, slightly less than the November amount. Although no lump-sum payments at age 65 have been certified since the enactment of the social security amendments on August 10, 1939, more than \$14 million was paid out in lump-sum benefits during 1939; \$10 million was paid in 1938;

and \$1 million in 1937, the first year of benefit payments.

The Budget presented an estimate of \$168.0 million for old-age and survivors benefit payments for the fiscal year 1940-41, the first full fiscal year of such payments, an amount far greater than the estimated \$25.0 million for the fiscal year 1939-40 and the actual \$13.9 million for lump-sum payments in 1938-39.

The net appropriation for the old-age and survivors insurance trust fund, estimated at \$602.8 million for the fiscal year 1940-41, does not appear as an expenditure item in the Budget, but is deducted from receipts. The appropriations estimated by the Budget are equal to anticipated tax collections under the Federal Insurance Contributions Act as provided in the Social Security Act amendments. Administrative ex-

**Table 4.—Status of the unemployment trust fund,<sup>1</sup> by fiscal years, 1936-40, and by months, July 1938-December 1939**

[In thousands]

Fiscal year and month	Total assets (at end of period)	Certificates of indebtedness <sup>2</sup>	Unexpended balance (at end of period)	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals	Balance (at end of period)	Advances from appropriation <sup>3</sup>	Transfer from State accounts	Deposits	Benefit payments
Cumulative through December 1939	\$1,524,784	\$1,509,000	\$15,784	\$2,290,827	\$45,105	\$835,968	\$1,499,965	\$15,000	* \$500	\$14,473	\$5,252
Total, 1935-36	18,949	18,900	40	18,858	92	-----	18,949	-----	-----	-----	-----
Total, 1936-37	312,389	293,386	94	291,703	2,737	1,000	312,389	-----	-----	-----	-----
Total, 1937-38	884,247	559,705	12,247	747,060	15,172	190,975	884,247	-----	-----	-----	-----
Total, 1938-39	1,280,539	395,000	13,539	811,251	26,837	441,795	1,280,539	-----	-----	-----	-----
1938											
July	883,763	0	11,763	35,486	0	35,970	883,763				
August	962,382	82,000	8,382	131,334	0	52,715	962,382				
September	957,739	-4,000	7,739	35,372	30	40,045	957,739				
October	956,167	-14,000	20,167	38,020	103	39,695	956,167				
November	1,054,796	96,000	22,796	125,069	0	26,440	1,054,796				
December	1,072,283	32,000	8,283	36,022	0	19,435	1,072,283				
1939											
January	1,069,563	10,000	15,563	38,740	11,858	33,318	1,069,563				
February	1,201,885	111,000	16,885	148,330	0	36,008	1,201,885				
March	1,192,019	0	7,019	33,964	74	43,905	1,192,019				
April	1,184,600	-13,000	12,600	33,523	88	41,030	1,184,600				
May	1,289,600	108,000	9,600	137,081	0	32,081	1,289,600				
June	1,280,539	-13,000	13,539	17,409	14,883	41,153	1,280,539				
Total, 1939-40 through December	1,524,784	242,000	15,784	421,355	268	202,198	1,499,965	15,000	* 500	14,473	\$5,252
July	1,296,804	-14,000	43,804	42,648	15	41,581	1,281,620	15,000	* 253	69	15,154
August	1,410,448	129,000	28,448	154,173	0	39,754	1,396,039	0	* 91	865	14,410
September	1,383,531	-19,000	20,531	12,748	104	38,497	1,370,393	0	0	1,271	13,139
October	1,413,866	7,000	43,866	54,027	35	22,859	1,401,596	0	* 255	1,124	12,270
November	1,528,227	142,000	16,227	143,224	0	28,607	1,516,213	0	0	622	877
December	1,524,784	-3,000	15,784	14,537	114	30,899	1,499,965	0	0	13,851	1,046

<sup>1</sup> Beginning July 1939, the unemployment trust fund contains a separate book account for the railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes such unemployment benefit payments as are certified by the Railroad Retirement Board. The trust fund continues as heretofore the separate accounts for each State agency in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent sale of certificates.

<sup>3</sup> Advanced to railroad unemployment insurance account, pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act of June 25, 1938. Such amounts advanced to be repaid on or before Jan. 1, 1941.

<sup>4</sup> These amounts were certified by the Social Security Board to the Secretary of the Treasury on behalf of the State of Connecticut for payment into the railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

Source: Daily Statement of the U. S. Treasury.

penses are deducted to show the net appropriation for benefit payments. It is estimated that contributions collected for the fiscal year 1940-41 will amount to \$632.5 million and that administrative costs will be \$29.7 million.

### Railroad Retirement Account

As shown in table 3, \$10 million was transferred during December from the appropriation to the trust fund, and in turn deposited with the disbursing officer for benefit payments. This amount represents the total receipts of the account during the month, except for a small amount of cancellations and repayments. Interest is ordinarily added only at the end of the fiscal year. Benefit payments issued by the disbursing officer totaled \$9.3 million, leaving \$15.7 million in cash with the disbursing officer at the end of the month. Total assets of the railroad retirement account, excluding the balance in the appropriation,

amounted to \$92.9 million at the end of December. In addition to the \$15.7 million held by the disbursing officer, such assets consisted of \$77.2 million invested in 3-percent special Treasury notes and a cash balance of a few thousand dollars in the trust fund. The appropriation balance was \$54.3 million at the end of the month, \$77.2 million of the 1939-40 appropriation of \$120.15 million having been transferred to the trust fund during the current fiscal year.

### Unemployment Trust Fund

State deposits in the unemployment trust fund amounted to \$211.8 million during the second quarter of this fiscal year while withdrawals were \$82.4 million and the resulting increase in balances in the State accounts was \$129.6 million. The aggregate of balances in the State accounts increased \$572.7 million in 1937, \$434.7 million in 1938, and \$427.7 million during 1939. The

**Table 5.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1938-39 and 1939-40 (expenditures through December)<sup>1</sup>**

Item	Fiscal year 1938-39		Fiscal year 1939-40	
	Appropriations <sup>2</sup>	Expenditures through December <sup>3</sup>	Appropriations <sup>4</sup>	Expenditures through December <sup>5</sup>
Total.....	\$754,855,000.00	\$378,303,999.94	\$933,843,500.00	\$454,058,726.41
Administrative expenses.....	22,705,000.00	10,710,548.80	25,188,500.00	10,016,914.45
Federal Security Agency, Social Security Board: Salaries, expenses, and wage records.....	22,300,000.00	10,521,629.62	24,750,000.00	9,832,272.86
Department of Labor, Children's Bureau: Salaries and expenses.....	325,000.00	157,414.48	338,500.00	153,753.56
Department of Commerce, Bureau of the Census: Salaries and expenses.....	80,000.00	31,504.79	100,000.00	30,888.00
Grants to States.....	342,150,000.00	162,503,151.05	358,655,000.00	176,041,812.46
Federal Security Agency.....			349,000,000.00	171,664,882.35
Social Security Board.....	326,000,000.00	154,887,728.63	339,500,000.00	167,669,708.81
Old-age assistance.....	214,000,000.00	106,054,852.81	225,000,000.00	114,287,827.49
Aid to dependent children.....	45,000,000.00	15,344,851.66	45,000,000.00	18,659,229.54
Aid to the blind.....	8,000,000.00	2,646,812.71	8,000,000.00	2,856,708.46
Unemployment compensation administration.....	59,000,000.00	* 30,841,211.45	61,500,000.00	* 31,965,943.32
Public Health Service: Public-health work.....	8,000,000.00	3,501,898.72	9,500,000.00	3,095,173.54
Department of Labor, Children's Bureau.....	8,150,000.00	4,203,523.70	9,655,000.00	4,376,930.11
Maternal and child-health services.....	3,800,000.00	1,822,412.96	4,800,000.00	2,090,132.54
Services for crippled children.....	2,850,000.00	1,496,627.43	3,350,000.00	1,564,999.28
Child-welfare services.....	1,500,000.00	884,483.41	1,505,000.00	721,798.20
Transfers to old-age reserve account <sup>6</sup> .....	* 300,000,000.00	205,000,000.00	* 550,000,000.00	268,000,000.00

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$104,650 was appropriated in 1938-39 and \$111,500 in 1939-40 for administration in the Office of Education, and \$1.8 million in 1938-39 and \$1,938,000 in 1939-40 for grants to States. For administration and research in the U. S. Public Health Service, appropriations were \$1.6 million in 1938-39 and \$1,640,000 in 1939-40, in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year.

<sup>3</sup> Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> Includes additional appropriations made available by the Third Deficiency Appropriation Act, approved Aug. 9, 1939.

<sup>5</sup> Includes additional appropriations of \$9 million approved Mar. 15, 1939, and \$10 million approved May 2, 1939.

<sup>6</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

<sup>7</sup> See table 2 for detailed statement of this account through December 1939.

<sup>8</sup> The 1940 Treasury Department Appropriation Act, approved May 6, 1939, appropriated \$580 million for transfer to the old-age reserve account of which \$30 million was made available during 1938-39, leaving \$550 million for transfers during 1939-40.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).

decline in each of these years reflects the beginning of unemployment benefit payments by additional States. Not until July 1939 were all States paying unemployment benefits. During December the railroad unemployment insurance account in the trust fund showed a net increase of \$12.8 million after a deposit of \$13.9 million. Such deposits consist of 90 percent of the railroad unemployment insurance contributions collected by the Railroad Retirement Board. Net investments in 2½-percent certificates of indebtedness in the unemployment trust fund during 1939 amounted to \$445.0 million, bringing total investments to \$1,509.0 million. Assets of the fund now total \$1,524.8 million, of which \$1,500.0 million is credited to the State accounts and \$24.8 million to the railroad unemployment insurance account.

The size and timing of State withdrawals from the unemployment trust fund are related to a number of factors, such as anticipated benefit payments, surplus of previous withdrawals over previous benefits, interest payments, and convenience to the State. The payment of interest on funds deposited to the State accounts is probably an inducement to keep money in the trust fund. Thus withdrawals may be made in small amounts at frequent intervals in order to take advantage of in-

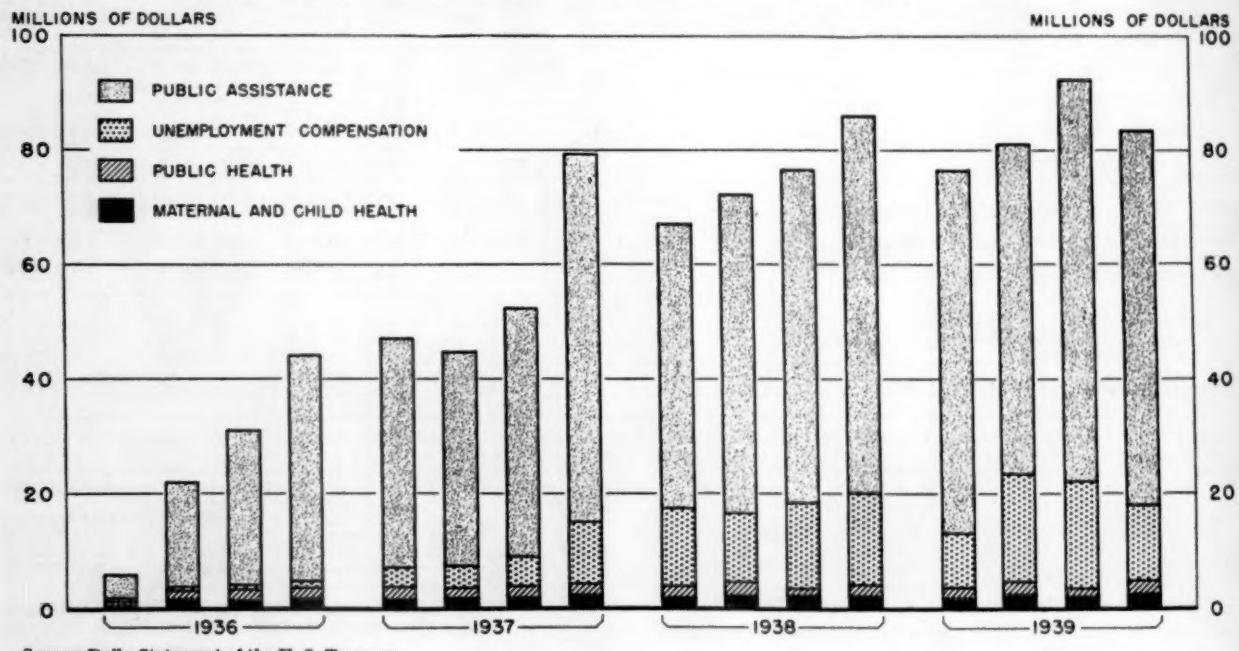
terest payable, or in relatively large sums in order to decrease the number of transactions.

#### *Appropriations and Expenditures*

Total expenditures under the Social Security Act during 1939 amounted to \$920.4 million, including the \$566.0 million transferred to the old-age reserve account. Expenditures for all the grants-in-aid programs increased considerably in 1939 over those for the previous calendar year, though the rise was relatively less than that in earlier periods of operations under the Social Security Act (table 6).

Chart III shows the quarterly totals of Federal grants to States for the 4 years of operation of the public-assistance, the unemployment compensation, the public-health, and the maternal and child-health programs. Through the 4 years the largest expenditure for grants to States is accounted for by the old-age assistance program, amounting to 65.0 percent of grants to States in 1939, 64.9 percent in 1938, 71.5 percent in 1937, and 74.5 percent in 1936. In large part, as a result of the 1939 amendments to the act, Federal grants for old-age assistance and aid to dependent children have been set at \$30.0 million higher in the 1940-41 Budget than in the fiscal year preceding, a rise of 13.3 percent and 66.7 percent, respectively. The

**Chart III.—Federal grants to States under the Social Security Act, by quarters, 1936-39**



Source: Daily Statement of the U. S. Treasury.

appropriation for aid to the blind is raised from \$8.0 million to \$10.0 million, a 25.0-percent increase.

Table 5, which shows Federal appropriations and expenditures under the different titles of the Social Security Act for the fiscal years 1938-39 and 1939-40, is presented in a form slightly different from that used in previous issues of the Bulletin. Expenditures for both fiscal years are shown for comparable periods. For expenditures for the entire fiscal year 1938-39, see the January Bulletin, page 103. Expenditures for the first 6 months of the current fiscal year, excluding transfers to the old-age reserve account, exceeded similar expenditures for the corresponding period of last year by \$12.8 million. Every grants-in-aid program except grants for child-welfare services shared in this increase. Administrative expenses under the act show a decrease of \$693,900 for the 6-month period.

**Table 6.—Social security and total Federal receipts and expenditures<sup>1</sup> for calendar years 1936-39**  
[Dollar figures in millions]

Item	1936	1937	1938	1939
Total Federal receipts	\$4,372.0	\$6,312.0	\$5,993.0	\$5,485.0
Social security taxes	(1)	573.4	562.2	609.6
Federal insurance contributions		492.8	473.5	567.6
Federal unemployment taxes	(1)	80.6	88.7	102.0
Total Federal expenditures <sup>2</sup>	9,185.0	8,269.0	8,441.0	9,453.0
Federal expenditures under Social Security Act				
Administrative expenses	106.6	759.3	667.0	920.4
Grants to States	3.7	21.7	21.7	20.6
Programs administered by:	102.9	223.6	302.3	333.8
Social Security Board	92.0	208.2	286.0	316.8
Public Health Service	6.3	8.3	8.0	8.5
Children's Bureau	4.7	7.1	8.3	8.5
Transfers to old-age reserve account		514.0	343.0	566.0
Ratio (percent):				
Social security taxes to Federal receipts	(1)	9.1	9.4	12.2
Social security expenditures to Federal expenditures	1.2	9.2	7.9	9.7

<sup>1</sup> Based on checks cashed and returned to the U. S. Treasury.

<sup>2</sup> Less than \$500,000. Represents primarily final returns filed by subject employers going out of business before the end of 1936.

<sup>3</sup> Excludes public-debt retirement.

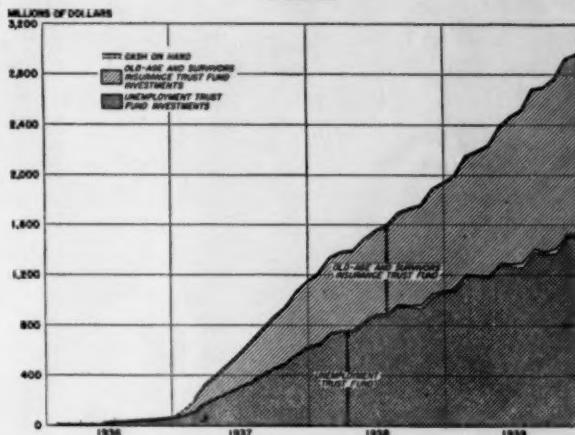
<sup>4</sup> Less than 0.1 percent.

Source: Total Federal receipts and expenditures for 1936-38, Bulletin of the Treasury Department, January 1939; all other figures, Daily Statement of the U. S. Treasury.

### Federal Receipts and Expenditures

During 1939 social security taxes represented 12.2 percent of total Federal receipts as compared with 9.4 and 9.1 percent in 1938 and 1937, respectively. This increased proportion of tax collections under the Social Security Act reflects primarily the rise in employment and pay rolls in 1939. Income-tax collections, which account for the largest portion of total Federal receipts other

**Chart IV.—Social security trust funds, by months, 1936-39**



Source: Daily Statement of the U. S. Treasury.

than social security collections, will not show the effect of the 1939 improvement in business conditions until the 1940 personal and corporate income-tax returns are filed. Total expenditures under the Social Security Act during the year, including transfers to the old-age reserve account, amounted to 9.7 percent of all Federal expenditures as compared with 7.9 percent in 1938 and 9.2 percent in 1937. The percentage decline in 1938 expenditures reflects a decrease in transfers to the old-age reserve account paralleling the decline in insurance contributions.

For each of the 3 years, total Federal expenditures increased and receipts decreased. During 1939 Federal expenditures exceeded receipts by \$3,968 million, resulting in an increase in the public debt of \$2,515 million, a decrease in the general-fund balance of \$608 million, and an increase in receipts of Government trust accounts of \$846 million. Approximately \$1,018 million, or 40.5 percent of the increase in the public debt represents increases in the holdings of the old-age reserve account and the unemployment trust fund.

At the end of December, total holdings of the unemployment trust fund and the old-age reserve account, excluding the unexpended balance in the appropriation, amounted to \$2,967 million, of which \$2,944 million was invested and the remainder deposited as cash with the disbursing officer (chart IV).

As a result of the additional investments in Government securities made by Government agencies and trust funds, the volume of new borrow-

ings acquired by banks and other investors is substantially less than the increase in the public debt. In the calendar year 1937 Government agencies and trust funds acquired about 60 percent of the total increase in the interest-bearing public debt, and in 1938 and 1939 these funds acquired about 50 percent of the total increase in the interest-bearing public debt. The large volume of debt increases acquired by social security and other Government agencies and trust funds cannot but have some repercussions on the market for these and other types of securi-

ties. The effect of these investments cannot be followed precisely because of the many and varied factors affecting investment markets. It may be noted, however, that in the period in which total holdings of Government agencies and trust funds have increased appreciably, the proportion of the outstanding publicly offered direct and guaranteed obligations held by commercial banks decreased from 42 percent in 1936 to 38 percent at the end of 1939. The amount of direct United States Government obligations held by member banks fell from \$11.6 billion at the end of 1936

**Table 7.—Social security and railroad retirement receipts, expenditures, and issues and total Federal receipts, expenditures, and debt, by fiscal years 1936-40, and by months, July 1938-December 1939**  
[In millions]

Fiscal year and month	General and special accounts										Trust accounts, etc., excess receipts (+) or expenditures (-)	Change in general fund balance	Public debt						
	Receipts of Federal Government				Expenditures <sup>1</sup> of Federal Government								Total	Old-age reserve account	Unemployment trust fund	Railroad retirement account	All other		
	Total	Social security taxes <sup>1</sup>	Taxes under the Carriers Taxing Act	All other	Total	Administrative expense and grants to States <sup>2</sup>	Transfers to old-age reserve account	Administrative expense	Transfers to railroad retirement account	All other									
Total, 1935-36.	\$4,116	-----	(*)	\$4,116	\$8,666	\$28	-----	(*)	-----	\$8,638	-\$4,550	+\$312	+\$840	\$33,779	-----	\$19	\$33,760		
Total, 1936-37.	5,294	\$252	(*)	5,042	8,442	183	\$265	\$1	-----	7,993	-3,149	+374	-128	36,425	\$267	312	35,846		
Total, 1937-38.	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	566	35,565	
Total, 1938-39.	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67	37,929	
1938																			
July	311	31	(*)	280	762	40	38	(*)	22	660	-451	+325	-100	37,191	700	872	68	35,551	
August	457	106	26	355	683	32	38	(*)	10	603	-196	-63	+144	37,593	733	954	70	35,836	
September	711	3	(*)	708	751	10	33	(*)	12	696	-40	-41	+719	38,393	766	950	71	36,606	
October	332	34	1	297	769	49	32	(*)	12	676	-437	-3	-409	38,423	798	936	73	36,616	
November	382	103	26	253	677	28	32	(*)	17	600	-295	-6	-122	38,603	830	1,032	74	36,667	
December	704	3	(*)	701	962	14	32	(*)	17	799	-158	-31	+636	39,427	862	1,064	76	37,425	
1939																			
January	308	42	1	265	693	33	37	(*)	2	621	-385	+30	-151	39,631	894	1,074	77	37,586	
February	417	154	27	236	662	26	50	(*)	0	586	-245	+428	+410	39,859	944	1,185	77	37,653	
March	737	4	(*)	733	870	23	50	(*)	18	779	-133	+52	+46	39,985	994	1,185	77	37,729	
April	268	30	(*)	235	785	37	55	(*)	0	693	-517	-346	-346	40,063	1,044	1,172	77	37,770	
May	397	118	6	273	744	32	50	(*)	(*)	662	-348	+9	-119	40,282	1,094	1,280	67	37,841	
June	613	4	21	588	951	17	56	(*)	(*)	878	-239	+95	-86	40,440	1,177	1,267	67	37,929	
Total, 1939-40 through December	2,744	318	57	2,369	4,748	186	268	1	77	4,216	-2,004	+139	-362	41,942	1,435	1,509	77	38,921	
July	308	35	1	272	807	43	43	(*)	22	699	-490	-113	-291	40,661	1,220	1,253	69	38,119	
August	420	115	4	301	822	36	48	(*)	18	720	-402	-44	-216	40,891	1,263	1,382	77	38,169	
September	719	3	24	692	784	20	43	(*)	7	714	-65	+46	-53	40,858	1,306	1,363	77	38,112	
October	322	34	1	287	764	45	43	(*)	10	666	-442	-1	-264	41,036	1,349	1,370	77	38,240	
November	407	125	4	278	691	24	43	(*)	10	614	-284	+267	+252	41,305	1,392	1,512	77	38,334	
December	569	5	23	541	880	20	48	(*)	10	802	-311	-16	+311	41,942	1,435	1,509	77	38,921	

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the Social Security Act, approved Aug. 10, 1939, permit citation of subchs. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively. These data from the Daily Statement of the U. S. Treasury differ from tax collections in table 1 which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

<sup>2</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

<sup>3</sup> Excludes funds for vocational rehabilitation program of the Office of Education and for administration and research in the U. S. Public Health Service. See table 6, footnote 1.

<sup>4</sup> Includes all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>5</sup> Less than \$500,000.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Table 8.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department through December of the fiscal years 1938-39 and 1939-40<sup>1</sup>

[In thousands]

State	Fiscal year 1938-39, through December, total grants	Fiscal year 1939-40 through December								
		Federal Security Agency				Department of Labor				
		Social Security Board				United States Public Health Service	Children's Bureau			
	Total grants	Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration <sup>2</sup>		Public-health work	Maternal and child-health services	Services for crippled children	Child-welfare services
Total, all participating States.....	\$392,546.7	\$177,668.7	\$113,084.3	\$18,973.6	\$2,957.7	\$33,694.8	\$3,959.1	\$2,252.7	\$1,719.2	\$957.2
Alabama.....	3,722.1	1,211.1	407.7	133.5	10.3	365.4	142.3	56.5	59.7	35.6
Alaska.....	252.1	190.2	97.1	( <sup>3</sup> )	( <sup>3</sup> )	26.9	19.0	32.8	8.2	6.1
Arizona.....	1,575.8	1,146.3	686.1	181.5	27.5	126.0	30.7	49.1	26.2	19.1
Arkansas.....	2,709.1	824.5	334.8	74.6	14.2	195.8	85.7	55.6	34.4	29.3
California.....	34,114.2	18,698.7	14,440.5	1,164.7	769.6	2,104.5	119.8	48.2	29.9	21.4
Colorado.....	10,430.5	3,750.9	3,042.0	309.5	52.4	279.1	28.3	53.6	27.0	8.0
Connecticut.....	4,822.9	2,033.4	1,314.7	( <sup>3</sup> )	11.6	598.5	52.9	24.7	15.5	15.4
Delaware.....	719.8	290.6	92.6	38.1	( <sup>3</sup> )	106.3	15.9	24.1	2.6	11.0
District of Columbia.....	1,734.4	720.0	302.3	83.3	19.5	248.5	35.1	17.0	6.6	7.5
Florida.....	3,233.8	2,346.1	1,547.8	165.7	101.2	379.3	78.9	30.3	25.7	17.2
Georgia.....	3,171.9	1,699.2	645.1	208.5	33.7	494.1	137.0	100.1	30.4	37.3
Hawaii.....	558.8	280.9	63.0	71.3	2.8	71.8	31.0	19.2	16.0	5.8
Idaho.....	3,005.4	972.7	556.0	167.3	18.9	134.7	34.9	36.8	13.1	11.1
Illinois.....	18,707.5	12,131.9	9,828.3	( <sup>3</sup> )	( <sup>3</sup> )	1,942.9	133.6	72.6	98.4	36.1
Indiana.....	10,694.5	6,139.9	3,541.4	1,039.5	154.2	1,163.6	102.4	35.8	69.8	33.1
Iowa.....	9,388.1	4,026.2	3,308.4	( <sup>3</sup> )	118.1	412.5	88.2	33.7	48.5	16.7
Kansas.....	2,969.7	2,314.7	1,443.3	375.5	68.0	253.7	61.1	78.4	7.7	27.0
Kentucky.....	3,723.1	1,956.9	1,221.8	( <sup>3</sup> )	( <sup>3</sup> )	465.1	123.6	67.7	49.8	28.9
Louisiana.....	4,879.5	1,958.9	825.8	549.0	32.5	375.8	85.9	72.3	17.5	( <sup>3</sup> )
Maine.....	2,833.2	1,395.4	840.3	109.4	86.1	292.1	31.2	25.0	6.8	4.8
Maryland.....	5,785.1	2,273.8	945.0	506.0	44.3	539.2	61.9	33.2	35.9	18.3
Massachusetts.....	23,011.9	9,700.8	6,862.7	835.8	78.6	1,679.9	121.1	66.0	53.9	2.7
Michigan.....	15,532.5	6,790.7	4,020.2	859.7	53.8	1,607.3	140.7	42.3	51.0	15.7
Minnesota.....	14,788.8	5,707.5	4,204.5	538.1	67.3	697.1	84.9	33.9	55.5	20.3
Mississippi.....	2,183.1	907.9	465.5	( <sup>3</sup> )	14.5	206.8	116.3	46.7	15.4	42.7
Missouri.....	10,223.7	5,931.0	4,521.1	504.0	( <sup>3</sup> )	722.1	73.6	32.9	46.4	30.9
Montana.....	2,714.8	1,000.0	687.9	140.3	10.0	156.0	26.7	41.1	18.2	9.7
Nebraska.....	6,509.3	1,643.0	1,063.7	215.1	29.3	227.7	34.3	22.2	31.8	18.9
Nevada.....	463.3	321.8	209.2	( <sup>3</sup> )	( <sup>3</sup> )	74.5	14.0	15.8	.8	7.6
New Hampshire.....	1,752.3	644.2	321.6	39.3	21.8	187.5	33.2	25.2	8.1	7.4
New Jersey.....	9,943.8	3,049.7	1,819.0	563.8	45.9	1,315.5	89.9	37.7	50.8	18.2
New Mexico.....	1,137.7	459.7	160.1	91.0	10.2	88.8	38.9	42.1	17.7	11.0
New York.....	34,044.1	16,168.1	7,947.5	2,697.7	202.6	4,942.7	226.5	88.7	53.6	8.9
North Carolina.....	3,807.3	2,442.3	1,081.6	329.4	78.3	647.1	153.8	59.9	54.4	37.7
North Dakota.....	1,762.4	852.9	474.6	142.7	7.9	110.8	37.7	41.6	28.6	8.9
Ohio.....	31,576.5	9,540.3	6,967.5	681.5	206.1	1,366.6	168.6	67.0	40.7	42.3
Oklahoma.....	10,025.2	5,058.5	3,931.4	504.3	104.7	328.2	85.0	44.5	36.9	23.4
Oregon.....	4,575.7	2,056.3	1,368.6	137.5	35.1	397.2	28.3	26.0	50.4	13.3
Pennsylvania.....	26,314.3	12,735.9	6,122.1	2,945.8	( <sup>3</sup> )	3,207.3	213.6	57.7	84.7	14.7
Rhode Island.....	1,924.6	825.9	330.0	77.5	( <sup>3</sup> )	343.6	32.3	24.5	8.7	9.5
South Carolina.....	2,112.5	1,404.3	710.5	184.0	36.7	336.5	112.4	53.2	35.0	26.0
South Dakota.....	2,747.1	927.4	758.2	( <sup>3</sup> )	12.4	75.7	33.7	23.3	14.4	9.7
Tennessee.....	3,187.8	2,392.6	1,220.1	466.5	55.6	401.0	121.2	70.0	25.4	32.8
Texas.....	18,203.2	6,004.8	4,300.0	( <sup>3</sup> )	( <sup>3</sup> )	1,310.2	170.9	98.8	81.2	43.9
Utah.....	3,328.9	1,378.3	908.9	227.8	16.7	149.0	31.1	19.2	11.0	14.7
Vermont.....	1,178.2	458.8	220.8	30.2	10.0	119.0	23.5	35.8	12.1	7.2
Virginia.....	1,759.0	1,341.7	426.8	90.0	30.1	527.8	111.5	66.7	50.2	29.6
Washington.....	9,855.9	3,761.2	2,712.6	351.4	89.4	497.7	43.9	17.3	30.6	18.2
West Virginia.....	3,783.2	1,807.3	701.5	342.4	42.6	585.0	41.3	53.4	27.2	13.8
Wisconsin.....	13,947.0	4,441.4	2,858.2	663.8	120.6	619.6	59.2	39.0	62.0	19.0
Wyoming.....	1,081.1	422.7	224.0	51.4	12.4	100.7	11.2	14.2	5.7	3.1

<sup>1</sup> Excludes Federal funds for vocational rehabilitation under title V, pt. 4, which are not segregated from other Federal funds provided for similar purposes.

<sup>2</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

<sup>3</sup> No plan approved by the Social Security Board.

<sup>4</sup> No plan approved by the Chief of the U. S. Children's Bureau.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

to \$10.9 billion on October 2, 1939. Furthermore, Government bond prices rose in 1939 to their highest level under the pressure of heavy demand from banks and other investors.

During the 4 years in which these funds and the railroad retirement account have been in existence they have acquired \$3.0 billion of the interest-bearing public debt. On December 31, 1936, Government agencies and trust funds held \$2.1 billion of the interest-bearing public debt, of which only \$64 million represented investments of the social security funds. By the end of 1937,

however, total Government securities so held had increased to \$3.9 billion; \$1.1 billion or 61.1 percent of the increase for the year represented the increases in investments of the social security funds. By the end of 1938 the total Government securities held by Government agencies and trust funds had increased to \$5.0 billion and by the end of 1939 to \$6.3 billion; 70.6 percent of the increase from 1936 to 1939 represented the investments of the two social security funds and the railroad retirement account.

# RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

## SOCIAL SECURITY BOARD

U. S. SOCIAL SECURITY BOARD. BUREAU OF EMPLOYMENT SECURITY. *Industrial Classification Code*. 2d ed. (including four-digit subclassification). 4 parts. Processed. Vol. I, Part 1: *Manufacturing Industries—List of Industries*. Vol. I, Part 3: *Manufacturing Industries—Alphabetic Index of Products, Establishments, and Processes*. Vol. II, Part 1: *Nonmanufacturing Industries—List of Industries*. Vol. II, Part 3: *Nonmanufacturing Industries—Alphabetic Index of Products, Establishments, and Services*. Washington: U. S. Social Security Board, Bureau of Employment Security, Research and Statistics Division, December 1939. (State Operations Bulletin No. 1.)

This edition of the *Social Security Board Industrial Classification Code* conforms exactly to the Central Statistical Board's *Standard Industrial Classification*, for manufacturing industries. For nonmanufacturing industries, it is an adaptation of the *Standard Industrial Classification* to meet the need of the Social Security Board. The development of the *Standard Industrial Classification* has been the result of an interagency project sponsored by the Central Statistical Board aimed at uniform presentation of industrial data collected by Federal and State agencies. Early in 1937 the first edition of the *Social Security Board Industrial Classification Code* was prepared. The 1939 edition is a revision of the earlier edition and in addition includes four-digit subclassifications. On the basis of the new code, it is possible to classify establishments by industry to the second, third, or fourth digit depending upon the degree of refinement required. The volumes published in December include parts 1 and 3. Part 2, when published, will include a description of industries, and part 4 will be an alphabetical index of products, establishments, processes, and services by major industrial groups. Beginning with 1940, the code is being used by all State employment security agencies. Use of this code by the Social Security Board and State employment security agencies in the preparation of data by industry constitutes an important step toward providing greater comparability between their data and the industrial data presented by other agencies using the *Standard Industrial Classification*.

## GENERAL

ADAMS, JAMES TRUSLOW. "The Vain Search for Security." *Barron's*, Boston, Vol. 20, No. 3 (January 15, 1940), p. 3.

Excessive demand for security, according to the author, is a disease, "because it is abnormal, even with uncertainty and insecurity, to do nothing, and also because it could destroy civilization." However, although painting a dark picture of "what happens to men when they resign their lives and destinies to others," Mr. Adams holds that "sickness, unemployment, and old-age insurance must be

made available in some form" so as "to draw the line between a security which will not sap ambition and prevent accumulation of new capital and one which will make a contented society."

ARKIN, HERBERT. *Statistical Methods as Applied to Economics, Business, Education, Social and Physical Sciences, Etc.* 4th ed. New York: Barnes & Noble, 1939. 224, 47 pp.

This concise manual does not aim at comprehensiveness but "gives the distilled essence of material which might well require one or more large volumes for a full discussion." Includes a simple bibliographical guide to other discussions of topics treated and has supplementary tables and technical appendixes for students of statistics.

BANE, FRANK. "The Social Security Act Expands." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 602-610.

A description and evaluation of the principal changes effected by the Social Security Act Amendments of 1939 and a list of some of the problems which remain.

CALHOUN, LEONARD J. "Municipal Employees in the Old-Age Insurance Picture." *Journal of State and Local Government Employees*, Madison, Vol. 3, No. 6 (June 1939), pp. 4-6.

The principles of the old-age insurance provisions of the Social Security Act are considered in light of their possible extension to local government employees.

"The Churches and the Social Security Act." *Information Service* (Federal Council of the Churches of Christ in America), New York, Vol. 18, No. 43 (December 30, 1939), pp. 1-6.

A comprehensive statement of the problem of nonprofit organizations, especially churches, in relation to the proposed extension of old-age and survivors insurance to employees of such groups. It notes existing church provision for superannuation, and reviews the attitude of other nonprofit agencies, the action of the Protestant Episcopal Church, the attitude of the Catholic Church, the arguments for and against coverage, the situation in England, and other points.

CLARK, HARRISON, and WINTERS, ROBERT A. "The Incidence of Pay Roll Taxes: Comment." *Quarterly Journal of Economics*, Cambridge, Mass., Vol. 54, No. 1, Part I (November 1939), pp. 161-164.

Critical comment on an article on this subject by James K. Hall, which appeared in the November 1938 issue of the same Journal.

CORSON, JOHN J. "Cooperating for Social Security." *Employment Security Review* (formerly *Employment Service News*), Washington, Vol. 7, No. 1 (January 1940), pp. 14-16.

The description of a plan tentatively proposed in October 1939 by the Bureau of Old-Age and Survivors Insurance "for the stationing of a full-time representative of the Bureau in each of a limited number of employment offices" located in communities at some distance from field offices of the Bureau.

DANCEY, MARCIA H. "Mothers' Pensions and the Aid to Dependent Children Program in Michigan." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 634-651.

A review of Michigan's dual program for dependent children. In 1936, a program for aid to dependent children under the Social Security Act began to operate without replacing a much older program for mothers' pensions.

DUFFUS, R. L. "Old Age." *New York Times Magazine*, December 17, 1939, pp. 4-5 ff.

A discussion of the sentiment for security among old persons in the United States, and of present and proposed programs to meet the issue, including old-age assistance, old-age and survivors insurance, and the Townsend and "General Welfare" plans. Illustrated with photographs and charts.

FOLSOM, M. B. "Coordination of Pension Plans With Social Security Provisions." *Personnel*, New York, Vol. 16, No. 2 (November 1939), pp. 41-50.

Indicates the desirability of private pension plans to supplement benefits under the Social Security Act, and describes and evaluates the principal types of company plans. Suggested programs are outlined, with broad considerations on adjustment to the Social Security Act.

*Intergovernmental Relations in the United States*, edited by W. Brooke Graves. *Annals of the American Academy of Political and Social Science*, Philadelphia, Vol. 207 (January 1940), pp. 1-218.

The general relevance of the subject of this symposium for the social security program is enhanced by the presence of several articles which specifically consider the effect of the Social Security Act on Federal and State relationships. Among the papers included are: The Future of Federal Grants-In-Aid, by Joseph P. Harris; Federal-State Personnel Relations, by George C. S. Benson; Uniform Legislation in the United States, by Rodney L. Mott; Federal Use of Administrative Areas, by James W. Fesler; and State Centralization in the South, by Paul W. Wager. A classified bibliography by Dorothy Campbell Culver is included.

KAHN, EUGEN, AND SIMMONS, LEO W. "Problems of Middle Age." *Yale Review*, New Haven, Vol. 29, No. 2 (Winter 1940), pp. 349-363.

A general discussion of the social requirements and biological characteristics of middle age, including considerations on employability and occupational trends.

KIXMILLER, WILLIAM, and CHRISTIE, GEORGE T. *Foundation Guide for Payroll Taxes*. 4th ed. Chicago: Foundation Press, 1940. 251 pp.

The fourth edition of this Guide has been revised throughout to take account of the 1939 amendments.

The analysis of State unemployment compensation laws has been brought down to October 1, 1939. Material previously included on railroad pay-roll taxes has been omitted, but chapters on the law of employment and wages and on pay-roll taxes and accounting are retained.

LINTON, M. ALBERT. "Security Through Individual Enterprise: The Proper Role of Social Insurance." *The Annalist*, New York, Vol. 54, No. 1406 (December 28, 1939), pp. 825-826 ff.

In addition to considering life insurance in relation to the war, the budget, and possible State supervision of insurance companies, Mr. Linton discusses the Social Security Act Amendments of 1939 concerning old-age and survivors insurance. Their harmony with social insurance principles, their ultimate cost, and the relation of social insurance to life insurance are treated.

MURPHY, RAY D. "Sale of Annuities by Governments." *Life Association News*, New York, Vol. 34, No. 5 (January 1940), pp. 454-458.

A history of annuities from the Middle Ages to the present, particularly as sponsored by the English and Canadian Governments. The article concludes that such annuities would be unsuccessful as a United States Government project. The same paper, with minor changes, appears in *Best's Insurance News*, Life Edition, Vol. 40, No. 9 (January 2, 1940), pp. 618-623.

NATIONAL CONFERENCE OF SOCIAL WORK. *Proceedings . . . ; Selected Papers, Sixty-Sixth Annual Conference, Buffalo, New York, June 18-24, 1939*. New York: Columbia University Press, 1939. 655 pp.

Sixty-six papers from the Buffalo Conference, classified into the following main divisions: Social Work and the Spirit of America, Current Sectors of Social Action, Fields of Social Practice, and Settings of Social Work. Among those most closely related to the social security programs are: Health Ahead, by Josephine Roche; The Right to Health and How to Win It, by Thomas Parran; When Sickness Strikes, by Helen Hall; The Work of the Inter-departmental Committee to Coordinate Health and Welfare Activities, by Martha M. Eliot; Planning a National Health Program, by I. S. Falk; The Quality of Medical Care Under Public Auspices, by John P. Peters; Recent Developments in Great Britain, by Franz Goldmann; Job Preparation and Juvenile Guidance on a National Front, by Mary H. S. Hayes; Integration of Unemployment Compensation, Unemployment Relief, and Works Programs, by William Hodson; The Federal Government and Employment Planning, by William H. Stead; Laws and Administrative Practices as Barriers to Mobility, by Ruth O. Blakeslee; Internal Migration: Asset or Liability? by John N. Webb; Democratic Principles in Public Assistance, by Dorothy C. Kahn; Supervision as One Method of Staff Development—In the Urban Agency, by Dorothy Engel; In a Rural Setting, by Minnie Alper; New Concepts and Old People, by Elizabeth H. Dexter; Designs for Living for Elderly People—In a Great City, by William H. Matthews; In the Lumbering Country, by Nelson B. Neff; The Aged Person in the Family Setting, by Katharine Van de Carr; Unmarried Parenthood Under the Social

Security Act, by Mary S. Labaree; Sod Busting for Social Work, by Craig Berke (South Dakota), Helen McLennan (Michigan), Beatrice S. Hagood (Alabama), and Virginia Starkweather (Nevada); The National Health Program in Relation to Rural Areas, by Clifford E. Waller; Ancient Spoils and Modern Public Services, by Paul J. Kern; Some Fundamental Accounting Concepts in Social Welfare, by Anne E. Geddes and Joel Gordon; The Influence of Finance Upon Welfare Programs, by Denzel C. Cline. The papers are indexed, and there are appendixes relating to the organization and activities of the Conference.

**NATIONAL COUNTRY LIFE CONFERENCE.** *Disadvantaged People in Rural Life; Proceedings of the Twenty-First American Country Life Conference, Lexington, Kentucky, November 2-4, 1938.* [Chicago]: University of Chicago Press, 1939. 176 pp.

Seventeen papers, chiefly on the three topics: People on Low-Income Farms, People on Poor Lands, and Tenants and Share-Croppers. Papers with special implications for the social security program and welfare work generally are: Disadvantaged Classes in Rural Life, by Dwight Sanderson; Programs of Rural Improvement in Appalachia, by William J. Hutchins; Programs Affecting the Status of Low-Income Farm Families, by B. L. Hummel; The Farm Laborer, by Lowry Nelson; and How May the Conditions Be Improved? by Paul V. Maris.

**NEW YORK STATE. COMPTROLLER'S OFFICE.** *Information Relative to the New York State Employees' Retirement System.* Albany: J. B. Lyon Co., 1939. 8 pp.

A summary, with tables of contribution rates for different types of employees by age and sex.

"Notes: Cancellation of Group Insurance Policy by Employer Without Consent of Employee." *Yale Law Journal*, New Haven, Vol. 49, No. 3 (January 1940), pp. 585-590.

A discussion of *Hinkler v. Equitable Assurance Society*, 22 N. E. (2d) 451 (Ohio App. 1938), in which an Ohio court departed from former cases in determining that the holder of an annual group insurance policy and his beneficiary (wife) both have rights that the policy should not be canceled without their affirmative consent.

**OLSON, CULBERT L.** "Governmental Problems in the West—1. The Economic System, Which is Not Working, Must Be Made to Work." *State Government*, Chicago, Vol. 12, No. 12 (December 1939), pp. 211-212 ff.

A speech by the Governor of California at the Western Conference on Governmental Problems, in which he discusses unemployment, old-age security, and other problems. Charles A. Sprague, Governor of Oregon, has a related paper (pp. 213 ff.) emphasizing individual responsibility.

**PRENTICE-HALL, INC.** *Old Age and Survivor Benefits Under the Federal Social Security Law.* New York: Prentice-Hall, Inc., 1939. 24 pp.

A vest-pocket-size booklet "designed to answer the natural questions of employees, 'What benefit am I going

to receive from this?', 'What protection do I get?', and 'How much is it going to cost me?'"

**PRINCETON UNIVERSITY. DEPARTMENT OF ECONOMICS AND SOCIAL INSTITUTIONS. INDUSTRIAL RELATIONS SECTION.** *Social Security; Selected List of References on Unemployment, Old Age and Survivors', and Health Insurance.* Prepared by Helen Baker. Princeton: Industrial Relations Section, November 1939. 28 pp.

A classified, annotated bibliography of more than 150 book and periodical items on the principal titles of the Social Security Act, including material on the amendments of 1939 and on health insurance.

**REDDAWAY, W. B.** *The Economics of a Declining Population.* New York: MacMillan, 1939. 270 pp.

Part I describes population estimates and gives the present situation in Great Britain. Part II examines some probable developments in British economic life. There are five chapters on unemployment, including a discussion of possible preventive measures, chiefly through the broad aims of increasing capital outlay and consumption demand. The appendix has the reprint of an article by the author on "The Case for Family Endowment."

**REYNOLDS, MARY TRACKETT.** *Interdepartmental Committees in the National Administration.* New York: Columbia University Press, 1939. 177 pp.

A study of the objectives and methods of interdepartmental committees which functioned actively between 1933 and 1937, including description and evaluation of the work accomplished by the Committee on Economic Security and the Interdepartmental Committee to Coordinate Health and Welfare Activities. The concluding chapter considers the types of administrative activity that lend themselves to the use of interdepartmental committees, and examines the logic and functions of a committee for each purpose. A bibliography is included.

**Ross, MARY.** *Standards for Periodic Publications of Bureaus of Research and Statistics.* Chicago, Washington: Joint Committee on Relief Statistics of the American Public Welfare Association and the American Statistical Association, November 1939, 10 pp. (Papers on Relief Statistics, No. 8.)

Suggestions respecting the scope, content, method of presentation, and purpose of periodic publications of bureaus of research and statistics. Originally presented as a paper before the National Conference of State Directors of Public Assistance Research and Statistics, Washington, D. C., October 23-26, 1939.

**SNAVELY, GUY E.** "Social Security; Retirement and Pensions." *Educational Business Manager and Buyer*, Chicago, Vol. 22, No. 11 (November 1939), pp. 3 ff.

Comment on the proposed inclusion of colleges and universities under the insurance provisions of the Social Security Act.

"Social Legislation in Wartime." *International Labour Review*, Geneva, Vol. 40, No. 6 (December 1939), pp. 779-819.

This section of the *International Labour Review* contains three articles: Adjustment of Social Insurance Schemes to War Conditions, dealing with wartime adaptations in France, Germany, and Great Britain to the end of October 1939; Employment of Women Workers During the War, including belligerent and nonbelligerent nations; and The Position of Mobilized Public Servants, which considers the situation of civil servants called up for military service.

**U. S. OFFICE OF THE ADVISER ON NEGRO AFFAIRS.** *The Urban Negro Worker in the United States. Vol. II—Male Negro Skilled Workers in the United States, 1930-1936.* By Robert C. Weaver. Washington: U. S. Government Printing Office, 1939. 87 pp.

The Survey of the Training and Employment of White-Collar and Skilled Negro Workers was undertaken in the spring of 1936, and the first report was published in May 1938. Volume II is based on schedules of 78,330 male Negro skilled workers in 81 cities in different sections of the United States and is "designed to analyze the occupational shifting of male Negro skilled workers during the period 1930-36."

**WALDRON, DAVID.** "Social Security Amendments of 1939: An Objective Analysis." *University of Chicago Law Review*, Chicago, Vol. 7, No. 1 (December 1939), pp. 83-111.

A factual summary, by titles, of the Social Security Act Amendments of 1939, prefaced by a brief résumé of the "amazing change in the traditional thinking of America" said to have been effected by the first 4 years of the social security program.

"War and Social Security." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 684-687.

This editorial, written by the late Grace Abbott before the present war, affirms the need for peace if the United States is to solve its "present domestic problems." Other editorials in this issue include the following: Food Stamps as a Subsidy for Low Wages?; The Disinherited Relief Program; A National Health Program for 1940; The W. P. A. "Lay-offs"; Residence Requirements for Personnel in the Public Social Services; and Revising Old Age Assistance Imperative.

**WHITE HOUSE CONFERENCE ON CHILDREN IN A DEMOCRACY.** *General Conference Report Presented by the Report Committee for Discussion and Action, January 18-20, 1940.* Washington: U. S. Children's Bureau, 1940. 50 pp. Processed.

A presentation of the program submitted as a basis for consideration and action by the White House Conference. The recommendations are "based largely upon a series of topical reports which were prepared for the groups of consultants" and concern family life, religion, education, child labor, child health, and financial and administrative problems.

**WILSON, DONALD V.** "Why." *Public Welfare in Louisiana*, Baton Rouge, Vol. 4, No. 1 (January 1940), pp. 26-30 ff.

The "why" of social security legislation is explained by showing a trend toward urbanization and a decrease in value of farm lands and family incomes.

**WITHERS, WILLIAM.** *Financing Economic Security in the United States.* New York: Columbia University Press, 1939. 210 pp.

Among the general points advanced by Professor Withers are the following: There is a vast unused tax capacity in the United States which can be devoted to security expenditures; increase in relief and related expenditures "should be based largely upon reasonable average standards of need"; the best type of tax program would involve "financing relief out of high progressive taxes" with less attention to pay-roll taxes; and there is an important immediate need for "comprehensive information regarding the fiscal and tax capacities of state and local governments." In considering the financing of security, the author analyzes the "ability principle" whereby a capitalist economy gives and takes according to individual ability. In the social services there is said to be more place than at present exists for the "need principle," which would take from individuals on the basis of ability and serve them on the basis of need. The volume reviews United States relief and security programs, with emphasis on relief financing from 1933 through 1935. Comment on grants-in-aid and on the incidence of the pay-roll contribution also appears. A bibliography is included.

## HEALTH AND MEDICAL CARE

"Annual Conference of Secretaries of Constituent State Medical Associations." *Journal of the American Medical Association*, Chicago, Vol. 113, No. 27 (December 30, 1939), pp. 2423-2430; Vol. 114, No. 1 (January 6, 1940), pp. 55-61; No. 2 (January 13), pp. 159-167.

The report of this Conference, which met in Chicago on November 17-18, 1939, includes information on the survey of medical care conducted by the American Medical Association through its local societies. There is also a discussion of the Wagner national health bill, the platform of the American Medical Association, rural medical service, and other issues in the field of payment for medical care.

**BOAS, ERNST P.** "The Contribution of Medical Social Work to Medical Care." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 626-633.

A discussion, with examples, of the need in both private and public medical care for the services of the medical social worker.

**DORN, HAROLD F.** "Mortality Rates and Economic Status in Rural Areas." *Public Health Reports*, Washington, Vol. 55, No. 1 (January 5, 1940), pp. 3-12.

"Mortality records for the rural native white population of Ohio were tabulated by counties divided into two groups, one group comprising counties in poor agricultural areas and the other comprising counties in good agricultural areas. The standardized death rate in the poor economic areas was about 10 percent greater than the corresponding rate in the good economic areas."

"Free Dental and Ambulance Services." *Public Welfare in Louisiana*, Baton Rouge, Vol. 4, No. 1 (January 1940), pp. 16-17.

A brief description, with illustrations, of the 13 mobile dental units operated by the Louisiana State Hospital Board.

FROTHINGHAM, CHANNING. "A Practitioner's Viewpoint of Medical Service Plans." *Hospitals*, Chicago, Vol. 14, No. 1 (January 1940), pp. 36-39.

A defense of health insurance written from the point of view of the physician.

GOLDMANN, FRANZ. *Recent Developments in Tax-Supported Medical Care in Great Britain*. Chicago: American Public Welfare Association, 1939. 15 pp. Processed. Reviews a variety of British public medical services. General conclusions in favor of tax-supported medical services are set forth. The study also appears in the *Proceedings of the National Conference on Social Work*.

HANNAH, J. A. "Implications of Health Insurance in America." *Supplement to the British Medical Journal*, London, December 23, 1939, pp. 245-246; December 30, pp. 250-252.

An address by the Managing Director, Associated Medical Services, Incorporated, of Toronto, before the Welfare Committee of the Medical Society of New Jersey, April 16, 1939. The first installment considers American and European contrasts; the second describes the Associated Medical Services of Ontario.

KINGSBURY, JOHN A. *Health in Handcuffs*. New York: Modern Age Books, 1939. 210 pp.

Aggressively presenting the case for a national health program, the author traces the development of opinion in the United States from early agitation for health insurance, through later surveys of medical requirements and costs, to the present Wagner bill. A bibliography is included.

LELAND, R. G. "Medical Care for Migratory Workers." *Journal of the American Medical Association*, Chicago, Vol. 114, No. 1 (January 6, 1940), pp. 45-55.

A study of recent agricultural migration in the United States and of the organization and activities of the Agricultural Workers Health and Medical Association. This corporation has operated since 1938 in California and Arizona, with the approval of the State medical societies and the help of funds supplied by the Farm Security Administration.

"Medical Bills in the Seventy-Sixth Congress." Prepared by the Bureau of Legal Medicine and Legislation. *Journal of the American Medical Association*, Chicago, Vol. 144, No. 2 (January 13, 1940), pp. 147-158.

Discusses laws enacted to January 3, 1940, including the Social Security Act amendments, bills defeated prior to January 3, 1940, and bills pending at that time.

"Medical Care—And How." *Survey Midmonthly*, New York, Vol. 76, No. 1 (January 1940), p. 13.

Principles of organization and administration in the field of tax-supported medical care for the sick poor, as developed by a committee of the American Public Welfare Association and approved by the board of directors of the association.

"Next Steps in Social Insurance." *American Federationist*, Washington, Vol. 47, No. 1 (January 1940), pp. 49-54.

Questions and answers advocating a Federal health program, followed by a brief discussion of the Wagner national health bill.

PECKHAM, CHARLES H. "The Essentials of Adequate Maternal Care in Rural Areas." *The Child*, Washington, Vol. 4, No. 5 (November 1939), pp. 119-124.

Paper given before the American Congress on Obstetrics and Gynecology, Cleveland, September 11, 1939, concerning standards of prepregnancy, antepartum, intrapartum, and postpartum care in rural areas. The suggestions are specific, and in the author's view they call for a State-wide rather than a county-wide program.

PLUMLEY, MARGARET LOVELL. "Payments From Tax Funds to Voluntary Hospitals for Out-Patient Service." *Hospitals*, Chicago, Vol. 14, No. 1 (January 1940), pp. 99-102.

A summary of practices in several cities and States respecting the use of tax funds to pay for clinic care.

"Public Hails Association's Revised Health Insurance Bill." *Social Security*, New York, Vol. 14, No. 1 (January 1940), pp. 1 ff.

Summary of a redraft of the model health bill of the American Association for Social Security.

"Recent Cases; Workmen's Compensation—Minimizing or Aggravating Injury—Rights of Employer as Subrogee—Malpractice of Physician or Surgeon." *Minnesota Law Review*, Minneapolis, Vol. 24, No. 2 (January 1940), pp. 301-303.

A discussion of *McGough v. McCarthy Improvement Co.*, (Minn. 1939) 287 N. W. 857, regarding an employer's attempt to receive credit on compensation payable by him, when an employee receiving compensation sued a physician for malpractice.

ROCHE, JOSEPHINE. "National Action for Health." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 579-586.

Recommends action on the national health bill to make it a "functioning reality."

SKILLMAN, DAVID B. "What Hospitals Can Do For and Against Socialized Medicine." *Hospitals*, Chicago, Vol. 14, No. 1 (January 1940), pp. 77-99.

Recommends that hospitals be reorganized so as to place staff physicians on salaries, and that group hospitalization be expanded to provide medical care.

SMITH, SCOTT LORD. "A Plan to Provide Medical Care for Persons on Relief." *Journal of the American Medical Association*, Chicago, Vol. 114, No. 3 (January 20, 1940), p. 253.

A description of the organization and operation of the Dutchess County, New York, plan of medical care for the indigent, which is effected through an agreement between the county medical society and the local public welfare departments.

STRUSSER, HARRY. "Costs of Dental Service for Indigent or Low Income Groups." *Journal of the American Dental Association*, Chicago, Vol. 26, No. 11 (November 1939), pp. 1912-1917.

Presentation and discussion of statistical data from a study by the Works Progress Administration of dental care in New York clinics.

WENDELL, RUTH E. "The Place of a Public Health Nurse in a Statewide Crippled Children's Program." *Crippled Child*, Lorain, Ohio, Vol. 17, No. 4 (December 1939), pp. 113-115.

A description of the activities of the Division of Crippled Children in the Arizona State Department of Social Security and Welfare. The entire issue of the December *Crippled Child* is devoted to the proceedings of a meeting of the National Society for Crippled Children, held in Dallas in October. It contains papers on various aspects of work in this field, including medical care, social work, medical social work, public-health nursing, and local service club programs.

## PUBLIC WELFARE AND RELIEF

ABRAMSON, EVA. *The Problem of Mechanics and Procedures*. Chicago: American Public Welfare Association, 1939. 11 pp. Processed.

Through consideration of "the functions which are rightfully part of the case worker's job," the author explains which clerical and mechanical details must, in her view, be accepted as an indispensable part of public social case work.

ADAMS, GRACE. *Workers on Relief*. New Haven: Yale University Press, 1939. 344 pp.

A series of narrative histories of hypothetical WPA workers in New York City, designed to reveal inconsistencies in the theory and operation of the works program. The basic contradiction is said to be that between relief and work, and the suggestion is made that a consistent policy should be followed upon either a needs or an efficiency basis. However, it is recognized that such a solution will not solve the problem of preventing the hardships resulting from unemployment.

ADIE, DAVID C. "Responsibility of the State in the Supervision of Public Welfare Programs." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 611-625.

New York procedure in the supervision of local welfare activities is discussed as an example of "participation" rather than "authoritarianism." Practices respecting area offices, personnel, and case review are described.

"Aid to Dependent Children Trends; Development of the Program and Characteristics of Families and Children Accepted for Assistance in Missouri." *Index of Public Assistance in Missouri*, Jefferson City, Vol. 2, Nos. 10 and 11 (October and November 1939), pp. 319-333.

Tables, text, and discussion on aid to dependent children in Missouri, including sections on potential aid of this type to persons now receiving general relief, and on evidence of need for such aid.

"Analysis of 774 Applicants Rejected for Old Age Assistance From July 1938 to June 1939." *Relief and Public Assistance Statistics* (New Hampshire Department of Public Welfare), place not given, Vol. 2, No. 4 (October 1939), pp. 11-12 ff. Processed.

Table and comment for the fiscal year 1938-1939, showing the reasons for rejection of 774 applications for old-age assistance in New Hampshire.

"Association Study of Legislative Trends and Changes in Administrative Policy in Public Welfare." *The Compass*, Albany, Vol. 21, No. 4 (January 1940), pp. 10-11.

Instead of its annual relief survey, the American Association of Social Workers will issue a study of legislative trends and administrative changes in the field of public welfare. Some general changes, evaluated as gains and losses, are noted in this preliminary news release which calls attention to a forthcoming comprehensive study based on field reports.

BOST, MRS. W. T. "State Welfare Commissioner Reviews Record of Department Activities for the Past Twelve Months." *Public Welfare News* (North Carolina State Board of Charities and Public Welfare), Raleigh, Vol. 2, No. 3 (December 1939), pp. 1-3. Processed.

Comment and general statistical information on the operations of the North Carolina State Board of Charities and Public Welfare during 1939. Public-assistance activities are discussed in another article in the same periodical, pages 3-5, by Nathan H. Yelton, Director of Public Assistance for the State.

BROWNING, GRACE A. "A Social Case Record From a Rural County." *Social Service Review*, Chicago, Vol. 13, No. 4 (December 1939), pp. 652-683.

A case record of the family of a Michigan farm laborer whose children were referred to child-welfare services after the death of the mother. The study "continues the series of preprints from a volume of rural case records to be published later with teaching notes by the University of Chicago Press."

"The Cleveland Relief Crisis." *The Compass*, Albany, Vol. 21, No. 4 (January 1940), pp. 6-7.

Background material dealing with some of the basic difficulties that resulted recently in the critical Cleveland relief situation.

"Community Organization and Coordination." *Kentucky Department of Welfare Bulletin*, Frankfort, Vol. 1, No. 8 (November 1939), pp. 2-9. Processed.

Offers suggestions for better intergroup planning and organization among community social agencies and local service clubs with examples from Kentucky communities.

**COUNCIL OF SOCIAL AGENCIES, MINNEAPOLIS.** *Report of the Personnel Study Committee.* Minneapolis: Council of Social Agencies, March 1, 1939. 103 pp. Processed.

Contains data from a study made in Minneapolis during 1938 of the personnel policies of 73 social agencies. The characteristics of the workers, nature of working conditions, training, salaries, and employment practices are some of the factors reported on.

**FAMILY WELFARE ASSOCIATION OF AMERICA.** *Case Work With the Aged.* Reprinted from *The Family*, 1938-1939. New York: Family Welfare Association of America, 1939. 20 pp.

Five papers which include suggestions, general principles, and case records of interest to social workers and administrators of old-age assistance.

**FORD, PERCY.** *Incomes, Means Tests and Personal Responsibility.* London: P. S. King, 1939. 86 pp.

A British study designed "to bring to the discussion of means tests and their surrounding economic and social problems such information and clarity as can be derived from a precise measurement of some of the quantities involved." To a statement and discussion of general principles respecting social-service payments in modern industrial society, the author adds the results of an original statistical analysis of data from the British Unemployment Assistance Board and from other surveys made in Great Britain. The purpose of the analysis is to study "the mutual responsibilities which exist between members of households."

**GOLD, NORMAN LEON.** "The Food Stamp Plan." *Plan Age*, Washington, Vol. 6, No. 1 (January 1940), pp. 15-25.

An account of the plan, preceded by information on earlier efforts to supply agricultural surpluses to those in need of them.

"Individuals Accepted for Old-Age Assistance During Year Ending June 30, 1939." *Index of Public Assistance in Missouri*, Jefferson City, Vol. 2, Nos. 8 and 9 (August and September 1939), pp. 255-267.

Tables and interpretation on the personal characteristics, physical condition, and previous relief status of persons accepted for old-age assistance in Missouri in the fiscal year 1938-1939.

**JAMES, ARTHUR W.** *Virginia's Social Awakening; The Contribution of Dr. Mastin and the Board of Charities and Corrections.* Richmond: Garrett and Massie, Inc., 1939. 198 pp.

A history of the Virginia Board of Charities and Corrections from its formation in 1908 until the creation of the present Department of Public Welfare in 1922. A record of Virginia's accomplishments over this period in poor relief, child welfare, penology, care of the insane, and other fields.

"Legislators Ignored Pension Utopias in 1939." *Social Security*, New York, Vol. 14, No. 1 (January 1940), pp. 5-6.

Summarizes actual and proposed changes during 1939 in the old-age assistance laws of several States, with respect to needs tests, citizenship requirements, residence, maximum grants, and age limits.

**NATIONAL CONFERENCE OF JEWISH SOCIAL WELFARE.** *Proceedings of the National Conference of Jewish Social Welfare . . . At the Annual Sessions, Buffalo, N. Y., June 14-18, 1939. Jewish Social Service Quarterly*, New York, Vol. 16, No. 1 (September 1939). Entire issue.

The 28 papers in this collection include the following titles which are related to different phases of the social security program: The Essential Function of a Family Society, by Herbert H. Aptekar; Common Case Work Factors in the Private and Public Family Agency, by Frances Levenson; Criteria for Placement of Children in Foster Home and Institution, by Samuel Z. Orgel; A Community Program for the Care of the Aged, by Maurice Taylor; Job Placement as Seen by the Case Worker—From the Standpoint of a Family Welfare Agency, by Benjamin R. Sprafkin; and Job Placement as Seen by the Case Worker—From the Standpoint of a Children's Agency, by Simon Doniger.

**NEBRASKA. DEPARTMENT OF STATE ASSISTANCE AND CHILD WELFARE.** *Handbook of Nebraska Laws Pertaining to the State Assistance Program.* Lincoln, 1939. 30 pp.

The text of nine laws enacted by the Nebraska Legislature in 1939 on public welfare, social security, and appropriations and taxes for these purposes.

**NEFF, NELSON B.** *Two Years Experience in Cooperative Housing for the Aged in the State of Washington.* Olympia, 1939. 16 pp. Processed. (Washington State Department of Social Security, Monograph No. 32.)

To solve the problem of adequate housing for single recipients of old-age assistance, the State of Washington has undertaken a number of cooperative enterprises, the nature, advantages, and limitations of which are described in this monograph. Mr. Neff's paper also appears in the *Proceedings of the National Conference of Social Work*, 1939.

**NEW JERSEY. FINANCIAL ASSISTANCE COMMISSION.** *Findings Resulting From a Study of the New Jersey Relief Census as to Composition and Characteristics of the Non-Family Relief Population on November 30, 1937.* Place not given. May 1939. 27 unnumbered pp. Processed. (WPA project #665-22-3-161.)

Consists of tables giving totals for the State and counties and extensive data on the personal and economic characteristics of nonfamily cases on direct relief in New Jersey in November 1937.

**NICKEL, GEORGE A.** "California Story—Unfinished." *The Compass*, Albany, Vol. 21, No. 4 (January 1940), pp. 3-5.

This article "describes the many-horned social dilemma in which professional social workers are caught. How are their functions as citizens with political rights and preferences to be distinguished from their functions as professional staff and as members of a professional organization?"

**PATCH, BUEL W.** "Expansion of the Food-Stamp Plan." *Editorial Research Reports*, Washington, Vol. 1, No. 2 (January 10, 1940), pp. 23-36.

Discusses the origin, mechanics, progress, and potentialities of the plan.

**PERKINS, FRANCES.** "Some Brighter Aspects of the Child-Welfare Picture." *The Child*, Washington, Vol. 4, No. 6 (December 1939), pp. 143-145.

Statistics and comment on recent results which have been achieved in maternal and child health, in expansion of services under the Social Security Act, and in child-labor administration.

"Porter R. Lee, 1879-1939." *The Family*, Albany, Vol. 20, No. 9 (January 1940), pp. 275-286.

A symposium of three articles on the late Porter R. Lee, pioneer social-work teacher and administrator. The growth of social work as a profession, including educational requirements, is brought out. The articles are: His Philosophy and Personality, by Walter W. Pettit; His Contribution to Case Work Teaching, by Karl de Schweinitz; and The Growth of Training for Social Work, by Frank J. Bruno.

**SCHNEIDER, DAVID M.** *The Place of Research in the Long-Time Planning of a State Program for Public Welfare*. Chicago, Washington: Joint Committee on Relief Statistics of the American Public Welfare Association and the American Statistical Association, December 1939. 11 pp. (Papers on Relief Statistics No. 9. Reprinted from *Journal of the American Statistical Association*, Vol. 34, No. 208 (December 1939), pp. 674-682.)

The purpose and potential value of public-welfare research are discussed by the author, who includes suggestions and examples from administrative experience. The relationship of State agencies to the Social Security Board gives rise to recommendations for further development of effective procedures.

"Self-Help Organizations in the United States, 1938." *Monthly Labor Review*, Washington, Vol. 49, No. 6 (December 1939), pp. 1335-1347.

A review of the activities of the 140 self-help cooperative organizations in the United States at the close of 1938.

**SHAVER, MORLEY E.** "Unemployment Relief Administration in Canada." *Municipal Finance*, Chicago, Vol. 12, No. 2 (November 1939), pp. 36-39.

The background and status in 1939 of unemployment relief administration in Ontario, including the more important recommendations of the Advisory Committee on Direct Relief to the Provincial Government of Ontario (the Campbell Report), 1932.

**SPEAR, RALPH E.** "Relief and Related Programs." *Municipal Finance*, Chicago, Vol. 12, No. 2 (November 1939), pp. 8-11.

Brief factual data for the United States on relief and assistance activities, including tables showing relative positions in numbers served and money spent.

**SPRINGER, GERTRUDE.** "Growing Pains of Public Welfare." *Survey Midmonthly*, New York, Vol. 76, No. 1 (January 1940), pp. 3-5.

A summary of the annual Round Table Conference of the American Public Welfare Association, held in Washington last December. The "current growing pain of public welfare administration" is said to be the application of personnel standards on a merit basis, as provided by the Social Security Act Amendments of 1939. Other topics noted are allocation of relief financing, medical-care administration, supervision, public relations, and administrative costs.

**SPRINGER, GERTRUDE.** "When Old People Won't Stay Put." *Survey Midmonthly*, New York, Vol. 76, No. 1 (January 1940), pp. 11-12.

A "Miss Bailey" article on the problem of old-age assistance in relation to settlement laws and the migrations of persons receiving such aid.

**STEVENSON, MARIETTA, and MACDONALD, ALICE.** *State and Local Public Welfare Agencies: An Organizational and Functional Analysis of State and Local Agencies Administering Public Welfare Functions*. Chicago: American Public Welfare Association, December 1939. 109 pp. Processed.

An analysis in outline form of the statutory provisions of each State respecting the organization and functions of State departments of public welfare and of local agencies. The work is a revision of earlier publications and is complete for all States as of 1939.

"Township Indebtedness for Poor Relief in Illinois." *Monthly Bulletin on Relief Statistics*, Chicago, Vol. 6, No. 12 (December 1939), pp. 198-199. Processed.

Data on 362 local government units in Illinois, by amount of poor-relief indebtedness in excess of poor-relief resources at the end of the 1938 tax year. Information is also given on bonds sold during 1939 in order to fund indebtedness incurred before April 1 of that year.

**TUCKER, MARY ETHEL.** "Supervision in Foster Homes." *Tennessee Public Welfare Record*, Nashville, Vol. 2, No. 11 (November 1939), pp. 3-4 ff.

Brief treatment of foster-home supervision, including recommendations on personal qualifications, volume of work, correspondence, responsibilities for medical care, and other points.

**WASHINGTON. STATE DEPARTMENT OF SOCIAL SECURITY.** *Security for Our Elderly Citizens*. Olympia: State Department of Social Security, 1939. 6 pp. Processed. (Informational Bulletin No. 1.)

A brief account of old-age assistance in Washington, with statistical information, directions for making claims, and other aspects of the program.

"What Is Social Case Work? What Is Social Service?" *Kentucky Department of Welfare Bulletin*, Frankfort, Vol. 1, No. 9 (December 1939), pp. 2-8. Processed. General principles of case work and social service are applied in the form of suggestions for welfare workers.

## UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

CHAKERIAN, CHARLES G. "Employment Service Data Held Important." *Monthly Bulletin of Placement and Unemployment Compensation Division*, Hartford, Conn., Vol. 4, No. 10 (October 1939), pp. 1 ff.; No. 11 (November), p. 4.

Characteristics of the 2,575 male registrants at the New London, Connecticut, employment office in 1938, including nationality of parents, education, education of parents, age, and occupation.

CHAMBER OF COMMERCE OF THE UNITED STATES. EMPLOYMENT COMMITTEE. *Report on Public Employment Offices, Skilled Workers, Extent of Unemployment*. Washington: Chamber of Commerce of the United States, 1939. 10 pp.

A progress report based largely on information on local employment offices and employment conditions obtained from 330 reports by local chambers of commerce in all the States and Territories. The results of conversations between officials of the Social Security Board and the United States Chamber of Commerce are noted, and recommendations are advanced respecting public employment offices, apprentice training, and unemployment statistics.

CONNELL, PATRICK M. "Cooperation With the Unemployment Compensation Division and Other Governmental Agencies." *Employment Service of West Virginia*, Charleston, Vol. 5, Nos. 11 and 12 (November-December 1939), pp. 15-18. Processed.

Describes the manner in which the compensation and employment service divisions at Morgantown cooperated to minimize the burden of rush periods in each section. Suggestions are also offered for maintaining satisfactory relations with other State and Federal departments.

DUNNAGAN, M. R. "Contributions and Benefits." *North Carolina Labor and Industry*, Raleigh, Vol. 6, No. 11 (November 1939), p. 3.

General data on the financial condition of the North Carolina Unemployment Compensation Fund, with explanatory material on experience rating.

*The Effect of the War on America's Idle Men and Idle Money*, edited by John A. Krout. *Proceedings of the Academy of Political Science*, New York, Vol. 18, No. 4 (January 1940), pp. 1-133.

Papers and addresses given at the 59th annual meeting of the Academy of Political Science, New York, November 15, 1939, on the three general topics: The Recovery Problem Under War Influences; Will War Remove the Obstacles to Private Investment and Employment?; and The War's Effect Upon America's Economy.

"Employment, Unemployment and Number of Employables in Pennsylvania." *Pennsylvania Planning* (State Planning Board), Harrisburg, Vol. 6, No. 1 (December 1939), pp. 5-7.

Data from various unemployment censuses are combined to indicate that as of the last quarter of 1939 Pennsylvania had a population of 10.1 million, with 3.9 million employables, of whom 2.8 million were employed and 1.1 million unemployed.

"Exemptions Going Into Effect January 1." *Minnesota Employment Review*, St. Paul, Vol. 2, No. 10 (October 1939), pp. 1 ff.

In 1939 the Minnesota Legislature provided for the non-coverage by the State unemployment compensation law (under certain conditions) of "services performed outside of the corporate limits of a city, village, or borough of 10,000 or more population." This article explains these exemptions, which, however, were later invalidated by the courts of the State.

"Federal Standards for Unemployment Compensation." *American Federationist*, Washington, Vol. 47, No. 1 (January 1940), pp. 28-32.

Develops the recommendations of the American Federation of Labor for more liberal benefit standards in unemployment compensation, including a suggestion for a national reinsurance fund to provide against exhaustion of funds in any State. This same issue contains also an editorial on "Union Service for Social Security."

FIERST, HERBERT A., and SPECTOR, MARJORIE. "Unemployment Compensation in Labor Disputes." *Yale Law Journal*, New Haven, Vol. 49, No. 3 (January 1940), pp. 461-491.

A study of "the administrative adjudication of contested claims for benefits where loss of employment was due to a labor dispute." Recent treatments of the problem in various States are described, and the results are noted insofar as they have given definitions and solutions to fundamental terms and issues. The complexity of administering the labor dispute disqualification clause leads the authors to recommend that such clauses be repealed.

FLEMING, J. MARCUS. "Secular Unemployment." *Quarterly Journal of Economics*, Cambridge, Mass., Vol. 54, No. 1, Part I (November 1939), pp. 103-130.

The author states in the form of equations the factors which determine the amount of long-run, or secular, unemployment. He then undertakes to study "the effects of measures of policy" on production and employment, considering for this purpose wage reduction, lower interest rates, credit expansion, various forms of deficit financing (including social insurance and assistance payments), balanced-budget policy, and other remedies.

FORD, LAYNE H. "The Work of an Employment Office Manager." *Employment Service of West Virginia*, Charleston, Vol. 5, No. 10 (October 1939), pp. 3-9 Processed.

Deals with such points as planning the activities of the office, handling labor shortage, evaluating personnel, main-

taining staff discipline and morale, and the manager's relation to the community.

"Household Employment in New York State." *Placement and Unemployment Insurance Activities* (New York State Department of Labor), Albany, Vol. 1, No. 12 (December 1939), pp. 4-8 ff. Processed.

An analysis of the problem of the employment offices in filling domestic-service positions, accompanied by tables, charts, and discussion of the experience of the New York State Employment Service from July 1938 through June 1939. Standards of domestic employment, including wages, hours, and other factors, are noted.

"How Occupations of Applicants for Work Compare With Occupations of Placements Made in New York City; A Study Based on an Active File Inventory, September 1939." *Placement and Unemployment Insurance Activities* (New York State Department of Labor), Albany, Vol. 1, Nos. 10 and 11 (October-November 1939), pp. 10-14. Processed.

Gives the New York City active file of persons registered for work in September 1939, by occupational groups, in comparison with 1936 and 1937. Trends are discussed, and the areas where the placement service has been relatively successful or unsuccessful are pointed out.

LYONS, GEORGE J., and MARTIN, HARMON C. *The Strategy of Job Finding*. New York: Prentice-Hall, Inc., 1939. 408 pp.

Practical suggestions to assist the job seeker "in the selection of a vocation, the development of a successful interview technique, and the obtaining of a career job." Includes a reading list.

NOYES, CHARLES E. "Work Programs for Young People." *Editorial Research Reports*, Washington, Vol. 1, No. 3 (January 17, 1940), pp. 39-55.

The divisions of this report are: The Problem of Unemployed Youth, Labor Camps in European Countries, The Civilian Conservation Corps, and Expansion of Work Programs for Youth. The last section discusses the National Youth Administration, including a note on the employment experience of the personnel before and after NYA employment.

OLIVER, H. M. "Does Wage Reduction Aid Employment by Lowering Prices?" *Southern Economic Journal*, Chapel Hill, N. C., Vol. 6, No. 3 (January 1940), pp. 333-343.

The author puts three questions: "(1) Is wage reduction a prerequisite of price reduction? (2) Does wage reduction result in price reduction? (3) What are the effects of wage reduction upon the volume of unemployment?" His analysis of experience in the United States leads to negative answers to the first two questions. The effects of wage reductions on unemployment are regarded as likely to be unfavorable, whatever the reason.

"'On the Air' With the Employment Service." *Trends and Totals* (Territorial Unemployment Compensation

Board of Hawaii), Honolulu, Vol. 4, No. 4 (September-October 1939), pp. 26-27. Processed.

A description of the use of radio by the employment service of Hawaii.

"Recent Cases: Social Security—Unemployment Compensation Act—When Does an Employee Voluntarily Leave Employment?" *Minnesota Law Review*, Minneapolis, Vol. 24, No. 2 (January 1940), pp. 287-289.

A discussion, with citations to relevant decisions of courts and State unemployment compensation bodies, of *Rhea Mfg. Co. v. Industrial Commission*, (Wis. 1939), 285 N. W. 749. The case concerns a nonunion worker, employed under a special union permit, who was thrown out of work by closing down of the branch of the business in which she worked, following unsuccessful negotiations between the employer and the union. The employer's claim that the employee had voluntarily left employment, as a result of the union negotiations, was finally set aside.

STEAD, WILLIAM H. "The Challenge of a New Year." *Employment Security Review* (formerly *Employment Service News*), Washington, Vol. 7, No. 1 (January 1940), pp. 11-13.

The upswing in private placements in local employment offices leads to the conclusion that "perhaps public employment offices are again approaching a crisis in their program—the problem of finding men for jobs." Suggestions for such activity are given.

TURNER, RALPH E. "Population Trends and the Problem of Unemployment." *Employment Security Review* (formerly *Employment Service News*), Washington, Vol. 7, No. 1 (January 1940), pp. 3-6.

Analyzes population trends in the United States and gives reasons for believing that "the next two or three decades may intensify the problem of unemployment."

U. S. DEPARTMENT OF LABOR. DIVISION OF LABOR STANDARDS. *Age and the Job*. Washington: U. S. Government Printing Office, 1939. 11 pp.

An informal discussion, in dialogue form, of the "difficulties encountered by older applicants for employment, and of possible constructive solutions of those difficulties."

WEBB, JOHN N. "Unemployment in a Depressed Coal-Mining Area." *Monthly Labor Review*, Washington, Vol. 49, No. 6 (December 1939), pp. 1295-1310.

Information from an unemployment census in southern Illinois, conducted by the Division of Research of the Works Progress Administration. The nature of the region, extent of unemployment, characteristics of the unemployed, and the works program are described.

WOOD, SAMUEL E. "California Migrants." *Sociology and Social Research*, Los Angeles, Vol. 24, No. 3 (January-February 1940), pp. 248-261.

A broad review of California's historic policy concerning agricultural migrants, with emphasis on contemporary conditions and comment on special problems and needs.

## CONTENTS

	Page
<b>SOCIAL SECURITY IN REVIEW.....</b>	<b>1</b>
<b>THE ROLES OF UNEMPLOYMENT INSURANCE AND UNEMPLOYMENT ASSISTANCE IN GREAT BRITAIN, by Ida C. Merriam and Diane Bochner.....</b>	<b>3</b>
<b>COSTS AND BENEFITS UNDER PREPAYMENT MEDICAL-SERVICE PLANS, by Louis S. Reed.....</b>	<b>13</b>
<b>SOCIAL INSURANCE PAYMENTS IN THE UNITED STATES, by Ruth Reticker.....</b>	<b>27</b>
<b>EMPLOYMENT SECURITY:</b>	
Review of the month.....	37
Employment changes.....	37
Insurance activities.....	41
Placement activities.....	43
Out-of-State claims, October-December 1939 .....	48
Railroad unemployment insurance.....	48
<b>PUBLIC ASSISTANCE:</b>	
Statistics for the United States, January 1940.....	51
General relief.....	53
Special types of public assistance.....	55
Statistics by States, December 1939.....	63
Statistics by States, 1938 and 1939.....	65
Statistics for urban areas:	
Public and private aid in 116 urban areas.....	68
General relief operations of public agencies in selected large cities, January 1940.....	72
<b>OLD-AGE AND SURVIVORS INSURANCE:</b>	
Probable trends of claims for old-age and survivors insurance during 1940.....	75
Current operations in old-age and survivors insurance .....	79
Operations under the Railroad Retirement Act.....	81
<b>FINANCIAL AND ECONOMIC DATA:</b>	
Financial and economic data.....	83
Unemployment trust fund.....	84
Old-age and survivors insurance trust fund.....	90
Railroad retirement account.....	90
Appropriations and expenditures.....	91
Receipts and expenditures.....	94
<b>RECENT PUBLICATIONS.....</b>	<b>95</b>